THE URBAN [F]ACTOR

"Challenges facing sustainable urban development"

Brussels, 18-19 December 2007
Seminar proceedings

Reflection and discussion paper - 2008/01

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This report was drawn up by BTC. The opinions expressed in the papers are those of the speakers and do not necessarily reflect the views of BTC.

If you have any comments or would like further information, please contact info@btcctb.org.

Editorial team: Sara Feys (coordination), An Eijkelenburg, Paul Verlé

Support: Lies Decock, Bram Riems

Editor-in-chief: Carl Michiels, rue Haute 147, 1000 Brussels, Belgium

External communication: Julie Leduc

Translation and proofreading: Marie-Line Simon, Thierry Pirard, Emmie Vanneste, Sophie Frère, Freddy De Preter (BTC), Linguanet, Lexitech.

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INTRODUCTION

The context

In recent decades, urban areas have expanded as never before. Today, some 50% of the world's population - over 3 billion people - live in cities and urban settlements, and this trend looks set to continue, particularly in poor countries. Urbanisation is a context-specific and complex process involving socio-economic, political, environmental and spatial aspects. This presents global challenges that will require appropriate solutions in terms of organisation, planning and management, but also political will and recognition.

The aid paradigm has shifted considerably over the past decade, with a renewed focus on poverty reduction. The principles of the Paris Declaration (2005), agreed under the auspices of OECD/DAC, aim at increasing the impact of aid on development by promoting more mature partnerships between recipient countries and development partners. There is a clear shift from service delivery towards developing capacity at individual, organisational and institutional levels. At the same time, resources and absorption capacities are limited and the situation is complex, so strategic choices have to be made with regard to priorities and methodologies. This necessitates interaction between many stakeholders with different interests, including authorities, the private sector and most importantly, citizens themselves.

The seminar

In keeping with tradition, Belgian Technical Cooperation (BTC) hosted its 4th annual international seminar on 18 & 19 December 2007. This year's title was "The urban [F]actor - Challenges facing sustainable urban development".

The two-day seminar brought together representatives of development partners and implementing agencies, international organisations, government bodies, experts on development cooperation projects, municipalities, academic institutions, think tanks, NGOs and others to discuss the challenges facing urban development. The overall objective of the seminar was to consider and reflect upon the roles of different actors in urban development. What role can international development cooperation play in fostering sustainable urban development? How can development agencies improve their operational activities in urban contexts to prompt a shift from projects implemented in urban settings to actual 'urban projects' and sustainable urban development?

Mr Carl Michiels, Chair of the Direction Committee of BTC, and Ms Sabine Laruelle, the Belgian Minister for Development Cooperation, opened the seminar, which was structured around four thematic sessions:

- Urban development: taking stock'
- Urban planning and housing: approaches and methodologies'
- Basic services in urban settings: accessibility and delivery'
- 'Urban governance: the role of actors'

During each thematic session, three keynote speakers presented their contribution to the topic. This was followed by time for discussion and questions, prompted by the interventions of the discussant(s).

Unsurprisingly, given the breadth of the seminar's theme and the issues at hand, the discussions touched upon diverse topics. Nevertheless, there were some recurring themes and questions: the dichotomy between 'rural' and 'urban'; the question of 'scaling up' and the transferability of principles; the meaning of the multi-sectoral approach; the need for new tools and instruments in cities and in development cooperation in general; the meaning of community 'participation' and the need for institution-building and capacity development.

All these concerns are echoed in the texts and the transcripts of the discussions and, as can be expected, some questions elicited controversial responses, while others remained 'open-ended' or 'unanswered'.

Some thoughts and directions for the future

In this next section, we want to highlight some key realisations and reflections that arose from the seminar. Organising a seminar on the topic of urban development has proven to be a right and timely choice: understanding the role of cities in development is of profound importance to international development cooperation. As several speakers said during the seminar, cities need to be supported, not only because they are home to many poor people, but because they are a key [F]actor for development.

International development cooperation and its agencies, such as BTC, need to 'pause' and examine themselves critically to assess their own operations and priorities. International seminars of this type are an excellent platform for increasing awareness within and outside of BTC and Belgian development cooperation. They encourage a reflective, critical and constructive stance.

The complexity of urban settings was underlined and highlighted time and again throughout the seminar. However, all actors involved, including development agencies, have to avoid the *'complexity swamp'*. Complexity should not lead to immobility or paralysis. Cities need attention, starting today: complexity cannot be an excuse for delaying support. Furthermore, thinking in dichotomies (urban-rural, rich-poor, formal-informal, and so on) can also lead to paralysis. Cities, in all their complexity, require a more balanced approach.

Previous BTC International Seminars dealt with SWAps (Sector Wide Approaches) and the Paris Declaration, and both topics were raised again during this seminar. Development cooperation agencies should not act alone. Interventions need to be developed in partnership and they should be part of a sector-wide approach, or even, as has been suggested, 'city-wide approaches'. The principles of ownership, alignment and harmonisation remain relevant in an urban context. All speakers, one way or the other, have stressed the importance of 'cooperation' and 'collaboration' between different actors (not necessarily the 'traditional' partners) and across sectors and specialisations. Open minds and continuous dialogue are crucial to achieving this aim.

Intervening in cities is further 'complicated' by the number of different agendas pursued by stakeholders and the way these diverge and conflict, given that they need to be included in the same dialogue. Doing *'business as usual'* will not work if we want to support and tap into the local dynamics of active mayors, local government associations, grassroots movements, local organisations, and so on. One important question remains: how?

Although capacity development was not explicitly on the agenda, several speakers touched upon its importance. Through capacity development, development cooperation agencies can support individuals, organisations and institutions to fulfil their role in attaining sustainable development.

Lastly, how can we move on from here? How can we 'scale up'? One speaker said it quite bluntly: *"We are tired of pilot projects, we need some scale."* Several speakers mentioned the 'partnership approach' as a preliminary response to this issue: good urban governance is about public, private and civil society involvement. In addition, it was stressed that links should be made with academic institutions to support applied research and local institution-building, because "we need local partners"

The proceedings

This brochure provides a summary of the seminar aiming to capture the momentum of the two days of presentations and debate. It is a compilation of abstracts submitted by some speakers and edited transcriptions of others' contributions based on audio recordings made during the seminar. We have also included a summary of the questions and answers from each session and added a section with links and suggested reading to encourage further exploration of the topic.

We hope that this publication will contribute to keeping the importance of sustainable urban development in our minds and on our agendas and mark the beginning, not the end, of the continued expansion of efforts in this field.

The editorial team

'The city, a development [F]actor' - a thematic brochure edited by BTC (2008)

This brochure looks at a number of BTC projects in cities in Africa, Latin America and Asia. Spanning Ho Chi Minh City, Quito and the Kinshasa municipalities of Kinsenso and Kimbanseke, each project makes its own distinctive contribution to urban development. For a free copy, please send a message to info@btcctb.org. The brochure can also be downloaded from www.btcctb.org.

Note: All PowerPoint presentations are available on www.btcctb.org and can also be found on the CD-ROM 'The Urban [F]Actor'. Please contact info@btcctb.org if you would like one.

Speeches

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INTRODUCTORY SPEECH «URBAN [F]ACTOR»

• *Carl Michiels, BTC, Chairman of the Executive Committee*

Dear Madam Minister, distinguished guests, ladies and gentlemen, friends and colleagues,

For the fourth year in a row, the Belgian Technical Cooperation is happy to welcome you at its end-of-year international seminar, which we can now consider an annual tradition. In previous years, we have organised similar events on health (2004), education SWAps (2005) and last year the seminar dealt with the implementation of the Paris Declaration.

This year, we look at quite another challenge, not related to a specific sector or to aid modalities, but to a particular context: the context of towns and cities in developing countries.

2007 is the year when, for the first time in history, the world's urban population will exceed the rural population, meaning that one in two people now live in urban settlements. Therefore, the 21st century is now widely called the 'urban' century, as the pace and scale of the process of urbanisation is unprecedented.

We can illustrate this with examples of our partner countries between the seventies and today. In Kinshasa, the population increased from about 2 million inhabitants in the seventies to about 8.4 million today. During the same period the population of cities such as Dakar, Quito and Ho Chi Minh City more than doubled. However, the global urban growth is increasingly absorbed by secondary or medium-sized urban settlements, with the highest urban growth rates in sub-Saharan Africa.
This urban growth implies a critical increase in density, resulting in mounting pressure on scarce resources, the occupation of marginal land, the added pressure on services and utilities which are strained at the best of times. The resulting impact on especially the poor and what this means for city planning is enormous.

The implication of these figures cannot be ignored, and they illustrate the scale of the challenge represented by urban development for all actors involved: development agencies, national and local governments, civil society organisations, and urban citizens around the world.

Hence this seminar entitled: *The Urban [F]Actor – Challenges facing sustainable urban development*. BTC built this platform to bring together a **'community of practice'**, which is neither sector nor actor specific. We want to encourage the exchange between field experts, academics, the NGO community, experts from the private sector (consultants) and authorities. To enable this exchange, a range of renowned speakers from various institutions have been invited to present their views on the challenges for sustainable urban development.

The objective of the seminar is to consider and reflect upon the roles of different actors in urban development, taking on board international good practices. At the same time, we consider this reflection an opportunity to not only question the 'how's' of intervention in cities and towns, but also the 'why's' of continued focus on urban development. The immense challenge posed by rapid urban growth of cities and towns requires bold responses in a context where a high amount of actors are focussing on a wide range of – sometimes conflicting – priorities. The role of international development cooperation and individual development agencies in fostering sustainable urban development should be particularly explored.

For development agencies like BTC, one of the key challenges is to understand the specificities of urban contexts and adapt their operational activities accordingly. Even for a modest donor such as Belgium, small-scale projects can and should be a leverage to achieve large-scale impact in cities. While poverty is the problem, money alone is not necessarily the answer. Keeping in mind the principles of the Paris Declaration, we should foster a shift from projects located in urban settings to projects contributing to sustainable urban development. For development practice and practitioners, this implies a shift from a merely 'practical' agenda, to an agenda that integrates both **practical and strategic issues**.
Before introducing our minister of development cooperation, Mrs Sabine Laruelle, I would like to wish you, in the name of BTC, a fruitful and fascinating discussion. We hope that this seminar can make a useful contribution to the understanding of the concept of urban settlement and the challenges for sustainable urban development.

OPENING SPEECH

• *Sabine Laruelle, Belgian Minister of Development Cooperation*

Ladies and gentlemen,

I would like to thank you all for your interest in this international seminar organised by Belgian Technical Cooperation. Over the next two days, it will bring together field experts, universities, think tanks and government bodies to discuss and contemplate an important topic: '**The Urban [F]Actor – Challenges facing sustainable urban development**'.

"Before the mid-21st century (…), the majority of people will live in cities," wrote Jacques Attali in *"A Brief History of the Future"*.
He continued: *"Hundreds of cities will have larger populations than around a hundred countries today. Over two-thirds of people will live in cities, so huge sums will have to be spent on their infrastructure. The city will be the setting for the most important collective investments and it will collect the majority of taxes. In the future, political action will be concentrated in cities."*

Although this is a fictional work, its predictions ring true when we consider trends in recent decades, which show an unprecedented increase in the urban population.
At present, some 3.3 billion people live in cities or urban settings – that is, more than half of the world's population!

This trend is showing no signs of stopping, particularly in poor countries: estimates from the United Nations suggest that five billion people will live in cities by 2030.
According to the report, 90% of such growth will take place in cities in developing countries, particularly small and medium-sized cities.

This development will not only have an impact on cities, but on the world as a whole as social inequality will worsen and the environment will be under increasing pressure.

Consequently, it is crucial that we take action!

The connection between rural areas and urban areas is extremely complex; they are highly interdependent.
Urban areas are home to increasing numbers of people who have come from rural areas in search of better living or working conditions, while the food security of urban populations largely depends on rural agricultural production.

So it is no surprise that the concentration of poverty is highest in cities: according to estimates, around one-third of urban dwellers, or one billion people, live, or rather, survive with no decent housing and no access to basic services, in precarious conditions that threaten their existence.

That is why I believe very strongly in the work you will be doing over the two days of the seminar, during which you will examine the phenomena and forces governing urban development in all its complexity.
After all, this is no minor issue: sustainable urban development is one of the key challenges of our times.

Belgian Development Cooperation has been working on the issue of urban development for years now.

Experts from Belgian Development Cooperation actively participated in the United Nations Conferences on Human Settlements in Vancouver in 1976, Istanbul in 1996, New York in 2001 and Vancouver again in 2006.
Belgium has supported the United Nations Human Settlements Programme, UN-HABITAT, for over 25 years.
This regular support has meant Belgian Development Cooperation is one of the most important contributors to this institution, which aims to improve the living and housing conditions of vulnerable people in developing countries.

One notable result of this partnership has been our focus, through the 'Housing In Development' programme, on boosting the capacities of professionals, decision-makers and workers in more than 30 African and Asian countries with a view to improving housing programmes and promoting the use of technology to suit local needs.

Since 1995, Belgian Development Cooperation has been one of the main contributors to the multilateral programme 'Localising Agenda 21: Action Planning for Sustainable Urban Development'.
This programme, which has been implemented in several cities in Vietnam, Kenya, Morocco and Cuba, deliberately focuses on medium-sized cities and encourages the solution of inhabitants' day-to-day problems through activities such as improving housing, ensuring access to drinking water and sanitary facilities and improving the urban environment.
This programme also aims to boost capacity for developing long-term plans and stimulate both dialogue and participation of all urban stakeholders in their role as full partners in sustainable development.

As regards indirect cooperation, Belgium supports a range of programmes launched by universities and non-governmental organisations in the field of urban development, notably the 'Housing for the Poor' project conducted by the NGO Selavip in 16 developing countries, or the projects conducted by the NGOs Habitat et Développement and Coopibo in Rwanda and Tanzania or Protos in Haiti.

I would also like to mention the initiatives adopted by several of our towns and cities, such as the support given to the city of Kinshasa by the city of Brussels, or a similar partnership between Liège and Lubumbashi in the Democratic Republic of the Congo.

As for direct bilateral cooperation, we were involved in a significant project in Ho Chi Minh City in Vietnam until 2006. Now, we carry out multisectoral projects in Kampala, Uganda.
Belgium's emergency programmes in Burundi and the Democratic Republic of the Congo have many sections that focus on cities and improving their inhabitants' living conditions, particularly through projects aiming to supply water, clean sewers, fight erosion and repair roads in several Congolese cities.

I am not going to list all of Belgian Development Cooperation's initiatives involving urban areas.
I would also like to emphasise the importance of the private sector in urban development, particularly the middle class who take action in all the world's cities, the craftsmen, the shopkeepers and the workers who guarantee dynamism and growth for all cities.
The private sector can and must play its part as regards urban development. It must cooperate with public authorities that are in a position to help raise the necessary funding for investment, ensure that the political and legal climate are conducive to this and improve basic services for the people.

In poor countries, urban development does not just denote a need for investment; it also indicates a need for suitable organisation and management.
Development cooperation is a complex process, focusing on environmental, political and socioeconomic aspects, but also issues surrounding the way buildings occupy urban space.
For this, there must be dialogue between different stakeholders with different interests, including the authorities, the private sector and the inhabitants themselves.

This attention to the local population is vital to us because we want our efforts in development cooperation to place people at the centre of our activities, even our geopolitical activities.
To date, only a limited amount of attention has been paid to urban development as a whole, despite the urban dimensions of many projects.
However, the international community's adoption of the Millennium Development Goals has already changed this approach and contributed to more specific consideration of fighting poverty in urban areas.
Goal 7, which deals with environmental sustainability, explicitly incorporates the improvement of slum dwellers' living conditions, as these people have no reliable source of drinking water or access to sanitary facilities.

The objective of the seminar is to focus on and consider the roles of different actors in sustainable development, taking on board international good practices.
What role should international development cooperation play in fostering sustainable urban development?
How can development agencies improve their operational activities in urban contexts to prompt a shift from projects implemented in urban settings to actual 'urban projects' and a sustainable urban development?
What role can development cooperation play in the future, given the increasing complexity of the urban problem?

The mulitsectoral approach is one possibility, as is support for institutional reforms aiming to improve good governance.
With its years of experience in the field, Belgium can act as a facilitator of the necessary cooperation between donors by showing evidence of innovation, using work in networks as a basis and investing in training.

Ladies and gentlemen,

If we want to continue making an effective contribution to development, we need to adapt our activities to the reality of urban settings and the real needs of the world's urban populations.

I hope the discussions and exchanges you take part in and the contacts you make over the next two days will help boost the consistency we must develop to rise to the huge challenge of harmonious and sustainable urban development.

Thank you for your attention.


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Urban Poverty and the Slum Challenge

- Our research shows that the slum population is growing by about 100,000 daily.
- Most slum dwellers do not have access to adequate housing, and lack access to safe water and sanitation.
- They live in overcrowded conditions, often situated on marginal and dangerous land.
- Untreated waste surrounds them and affects their health and that of their children.

Why have we reached this state of affairs?

What lies behind these alarming trends? We have been asking ourselves this very question since the 1996 Habitat II Conference. Our relentless research shows that there are several contributing factors.

First, the discourse on sustainable development has, over the years, paid very little attention to urbanisation and urban development. Many still believe that efforts in rural development will have an impact on migration. Whether we are successful or not is becoming irrelevant. We have reached the stage where most urban growth is due to the natural increase of existing urban population, and no longer to migration.

Secondly, the primary source of economic growth of developing countries is increasingly located in towns and cities. In many countries, industry and services account for an ever-increasing proportion of national income relative to agriculture. In Asia urban areas typically account for 30 to 40 percent of the population and around 60 percent of GNP. Most of the jobs are created in the informal sector of the economy - about 7 out of 10 new jobs in Sub-Saharan Africa. The popular belief the informal economy will eventually be absorbed by the formal economy is not happening.

A third reason has been due to a long-standing notion that the urban poor are better off than the rural poor as they have would have access to basic services, and infrastructure as a result of their proximity to them. The 2006-2007 State of the World Cities report, published by UN-HABITAT demystifies for the first time this major assumption. This report revealed that slum dwellers are more likely to die early, suffer from malnutrition and disease, be less educated and have fewer employment opportunities than the rest of the population. Child mortality is directly linked to the living conditions found in slums and not to income. These conditions are overcrowding, poor security, contaminated food, lack of access to potable water, sanitation and garbage removal.

In short, slum dwellers suffer from a double jeopardy: they live in **life-threatening conditions** and their plight is the **blind spot of government action and of international development assistance**.

Urban Poverty and Security of Tenure

But there is another dimension to living in slums that is perhaps even more pernicious, and definitely a contributing factor to the poverty trap. I refer here to the issue of **lack of security of tenure** and the fact of living under the constant threat of eviction. Slums are tolerated as long as it is convenient for the economy to have a ready pool of cheap labour in proximity to where it is required. When the value of the land they are squatting on outweighs the value of cheap labour, and slum dwellers inevitably get evicted.

As the UN agency responsible for promoting **housing rights**, we have little argument against the laws of the marketplace. But what is unacceptable, is the lack of due process and compensation, either in the form of alternative housing solutions or monetary compensation, or both. **Unlawful forced evictions** affect more than 2 million people every year.

Cities and Climate Change

Last week in the UN Climate Change Conference in Bali I argued that urbanization brings irreversible changes in our production and consumption patterns. Today, as far as we can ascertain, 75% of global energy consumption occurs in cities, and 80% of greenhouse gas emissions that cause global warming come from urban areas.
Global warming exacerbates existing environmental, social and economic problems, while bringing new challenges. However, it is crucial to recognize that cities and urban residents are not just victims of climate change but are also part of the problem. This means that they must also be part of any lasting solution. In view of the foregoing, the nexus of climate change and the water scarcity challenge cannot be properly addressed without due regard to the urbanization agenda and the spread of slums.

UN's Mandate

Today, urbanization is finally being taken seriously. In 1996, at the Habitat II Conference in Istanbul, 171 countries signed the Habitat Agenda, a comprehensive guide to inclusive and participatory urban development.

In 2000, world leaders committed themselves to the Millennium Development Goals. Targets 10 and 11 on water and sanitation and slum upgrading within Goal 7 on environmental sustainability have a strong urban focus. In 2001, the General Assembly passed a resolution that promoted UN-HABITAT from a Centre to a fully-fledged U.N. Programme and called on UN-HABITAT to establish the World Urban Forum as a think tank on urban issues.

UN-HABITAT'S experience in addressing urban challenges

I would like to share with you some of our experience over the last 15 years or so in addressing urban challenges through integrating the work of normative and operational inputs in programmes and projects. Partnerships between UN-HABITAT and a variety of donors and implementing agencies have ensure these successes:

=> Rapid Urban Sector Profiling for Sustainability (RUSPS)

As you all know, urban issues are very complex and should be seen in an integrated way rather than through myopic sectoral views. UN-HABITAT set up the Rapid Urban Sector Profiling for Sustainability programme with the **purpose** of supporting urban poverty reduction policy development at local and national levels as a contribution to the implementation of the MDGs.

The **approach** is based on the Urban Sector Profile Study standard TORs developed by the EU and elaborated on by UN-HABITAT, based on its experience from the Localizing Agenda 21, Sustainable Cities Programmes and others. RUSPS is a rapid action-oriented assessment focusing on priority urban needs, capacity-building gaps and existing institutional responses at local and national levels. Themes analysed include: Local Governance; Settlements/slums; Land and Security of Tenure; Gender; Local Economic Development; Basic Services; and the Urban environment.

We have implemented these profiles in more than 20 countries during 2004-07. Follow up activities include a programme for strategic planning of 50 mid-sized cities in Egypt; rehabilitation programmes in Somalia and Afghanistan, and participatory planning and budgeting in Senegal, DRC and Mozambique. We are currently envisaging the completion of an agreement with the ACP Secretariat, EC to follow up with a participatory slum-upgrading programme in 12 African countries and to undertake Rapid Profiles in 18 additional countries The Governments of Italy and the EC provided Main funding for this programme.

=> Local Agenda 21 and Sustainable Cities Programmes

The Localising Agenda 21 and Sustainable Cities Programmes, funded by Belgium and the Netherlands, have over the last fifteen years been supporting local authorities in identifying and addressing key environmental issues.

The Programmes focus on the sustainable development of secondary towns, helping them identify strategic areas of intervention, mobilise local stakeholders and resources, create partnerships and implement concrete actions. The programmes also support a network of national and regional institutions that provide technical assistance in urban planning and management and help to translate the lessons learnt into country-specific legal frameworks.

The two programmes have supported more than 60 cities in Africa, the Arab States, Asia, Latin America and the Caribbean. In these cities, tangible outcomes have been achieved in thematic areas ranging from sanitation and solid waste management to urban mobility, natural and cultural heritage, urban rivers and lakes, waterfronts, air pollution and access to urban services.

These programmes' experience constitutes the basis on which UN-HABITAT has built its strategy for supporting cities of the developing world to address the new challenge of climate change. In this regard, we are currently engaged in the development of a Sustainable Urban Development Network (SUD-Net), which will have an initial focus on Cities and Climate Change. Through this network, we expect to forge partnerships between local governments and tertiary education institutions. This would assist in developing the much needed capacity that is required to integrate climate change concerns in the local government planning and budgeting processes.

=> Somalia Urban Development Programme (SUDP)

The Somalia Urban Development Programme (SUDP) is an umbrella programme coordinating urban sector interventions in the Somali region. The programme was designed based on the needs assessed and priorities identified in the Urban Sector Profile, mentioned above, where it was piloted in the field in 2002. With main funding from the EC, UN-HABITAT led a consortium of 4 UN agencies and 2 INGOs. Now the number of partners has grown to 15.

This comprehensive programme **aims** at integrating three main components at the local level: (1) **governance**, including legal and institutional reforms, strengthening municipal governance and participation of civil society in planning; (2) **urban management**, including strategic planning, development controls, land and property management, dispute resolution and restitution, municipal finance, delivery of basic services and local economic development; and (3) implementation of **local projects**. SUDP projects are running in main urban centres throughout the Somali region.

=> Global Land Tool Network

The Global Land Tool Network (GLTN), a network of global networks, focuses on the development of needed pro poor, gendered and large scale land tools at country and global level. These tools will enable and support the delivery of the MDG Goal 7, Target 11. The **objectives** are: (1) to increase global knowledge, awareness and tools to support pro-poor and gender sensitive land management; and (2) to strengthen capacity in selected countries when requested to apply pro-poor and gender sensitive tools to improve the security of tenure of the poor.

Sweden and Norway are the main financial contributors in the evolving basket fund set-up. Other partners include multilaterals; civil society; and training institutions. The GLTN focuses on five themes, which will unblock the existing obstacles for pro poor land development: Land Rights and Registration; Land Use Planning; Land Management; Land Law; and Land Value. Within these themes, 18 tools have been identified.

Land Sector Harmonisation, Alignment and Coordination for Poverty Reduction in Kenya

In line with the new agenda on aid effectiveness, the Development Partners Group on Land (DPGL) aims to deliver and manage aid to the land sector in Kenya to meet the principles of harmonisation, alignment and coordination (HAC). The emphasis of the group is on: strengthening Government capacity to develop and implement land-related policies and programmes; aligning donor support with Government priorities; avoiding duplication and

overlap in aid initiatives. [The DPGL, formed in 2003, has supported the Ministry of Land through the Land Reform Support Programme (LRSP) including supporting the land policy process, policy implementation, institutional transformation, the development of a pro poor Land Information Management Systems (LIMS), the implementation of recommendations on illegal allocation of public land and the development of Forced Eviction Guidelines in Kenya. Development Partners supporting the Basket Fund are Sida, DFID, DCI (Irish Aid) and USAID.

=> Urban Partnerships for Poverty Reduction (UPPR)

Since 2000, the Government of Bangladesh, UNDP, and UN-HABITAT have supported a Local Partnerships for Urban Poverty Alleviation Project (LPUPAP). This project has successfully demonstrated a community based partnership approach to urban poverty alleviation benefiting about 300,000 poor people. UPPR will build on the positive experiences of this project and the lessons learnt from its evaluation and poverty impact assessment. DFID is allocating approximately US$120 million over seven years (2007-2014) to improve livelihoods and living conditions of 3 million urban poor and extremely poor people in Bangladesh.

The (UPPR) project will promote partnerships with urban poor communities, local government, civil society and the private sector. The **Goal** is to reduce urban poverty in Bangladesh through the improvement of the livelihoods and living conditions of 3 million urban poor and extremely poor people especially women and girls (3% of MDG target 11). Outputs include: Improved living environments; improved economic conditions; and Pro-poor urban policy environment.

UN-HABITAT'S medium term strategic and institutional plan - the way forward

In order to scale up such experiences and address the challenges of Sustainable Urbanisation, we have entered into a process of developing our Medium Term Strategic and Institutional Plan (MTSIP) for the period 2008-2013. The MTSIP **Vision** is to achieve: "Sustainable urbanisation through the Habitat Agenda: Adequate shelter for all and sustainable human settlements development"

Our **Mission Statement** is "To help create by 2013 the necessary conditions for concerted international and national efforts to realize more sustainable urbanisation, including efforts to arrest the growth of slums and to set the stage for the subsequent reduction in and reversal of the number of slum dwellers worldwide."

Five mutually-reinforcing Focus Areas have been identified as an integrated approach to realizing more sustainable urbanisation:

- Effective advocacy, monitoring and partnerships;
- Promotion of participatory urban planning, management and governance;
- Promotion of pro-poor land and housing;
- Environmentally sound basic urban infrastructure and services;
- Strengthened human settlements finance systems.

We invite you to join hands with us and our partners globally to address the urban concerns along the lines of our Medium Term Strategic and Institutional Plan. In particular we are looking forward to discussing in the coming months with possible new areas of collaboration with the Belgian Development Cooperation, which has provided continued support to UN-HABITAT since 1979, through various programmes.

4th Session of the World Urban Forum

With more than 10,000 delegates, the third session of the World Urban Forum, in Vancouver in 2006, proved that people are increasingly concerned about the future of human settlements. Ministers and mayors, industrialists and slum dwellers, all recognized that their combined efforts are required to overcome the urban crisis.

The 4th session of the World Urban Forum will be hosted by the Government of China in the Nanjing city, 13-17 October 2008. The theme is "Harmonious Urbanization", looking at: social, economic, environmental, spatial, historic and generational harmony. It is my hope that Member States and all Habitat Agenda partners will prepare adequately for the WUF, and use the occasion to show case their best practices so that we continue to learn from each other in delivering the Habitat Agenda in this urbanized and globalized world.

THE WORLD IS GOING TO TOWN

• *Thomas Melin, Head Urban Development Division, Sida, Sweden*

This seminar is a timely one, as more people (and agencies) should get involved in urban development. The Swedish Development Co-operation Agency (Sida) is one of the only development agencies that has a division focusing specifically on urban development. In all of its work, Sida has one key goal: *to help create conditions that enable poor people to improve their lives*. Two main perspectives guide this endeavour: on the one hand, there is the "**rights perspective**", and on the other hand, the "**perspective of the poor**". The latter is unfortunately most challenging, since many projects, in our experience, somehow end up improving the situation of the middle class.

Sida handles about half of the Swedish government's development funds, of which over 10% goes to urban development. Sida's Division for Urban Development works with half of this budget, i.e. approximately € 80 million. However, funds differ from year to year, and it is very difficult to determine which funds are "urban" and which are not. OECD/DAC, which keeps track of development cooperation funding statistics, does not differentiate between urban and non-urban funding yet. In any case, Sweden spends between 5 and 10% of its funds on urban development. By way of comparison, according to calculations by Norwegian development cooperation, around 4% of all ODA funds are reserved for urban areas. Considering that half of the world's population lives in urban areas, this is highly inadequate. The division's work is framed around an **urban policy**, which was developed in 2006[1].

We live in an urban world. Contrary to the intentions of the Millennium Development Goals, the urban slum population is growing. There is a correlation between economic growth and urbanisation, but the question is which generates the other? An urban world gives us economic development, but this does not imply that urban development is also *pro-poor* development. We do not work in cities because they are poor, but we work and develop cities because we need them, because without them there is no development at all. Usually when we raise the topic of urbanisation and cities, others start talking about all the urban problems, but cities are places of opportunity as well. An urban environment provides social and cultural benefits, contains centres of communication and often a vital private sector, forms cradles for democratic movements and has strong civil society organisations. It is where the politicians are and decision-making takes place, where companies have their headquarters, and so on. Cities are engines of growth for other cities and the countryside.

There is a misconception that poor people mainly live in the countryside, or that the rural poor are worse off than the urban poor. Poverty is urbanising. Development cooperation needs to work with the poor, no matter where they are. Secondly, temporary migration is very common: there are no completely urban or rural populations in the modern world. Money moves as well – we are all familiar with remittances flowing from North to South, but there is a lot of money flowing between urban and rural areas. Therefore, rural-urban linkages – or rather, rural-urban interdependence – require facilitation in order to reduce overall poverty. Unfortunately, we do not really have a political environment that accommodates this movement of people and finances between urban and rural areas. We need to improve this, facilitate rural-urban linkages and strengthen rural-urban interdependence.

It is clear that the faces of urban poverty have changed over time. About ten years ago, surveys would indicate that the urban poor's priority was water and sanitation. Today, crime and insecurity are at the top of the list. We really have to work – although we are not very experienced in this field – on creating safe urban environments. Climate change is also becoming increasingly important, especially since the majority of urban settings are situated alongside the coast. As a consequence, a majority of the urban population will be affected by disasters related to climate change.

Urban settings differ greatly from one another and need different solutions: the differences between the poor and the rich e.g. in Brazil and in South Africa are huge, and this inequality creates increasing instability. It is

1. Sida Policy, Department for Infrastructure and Economic Cooperation, Division for Urban Development (INEC/URBAN)
Fighting Poverty in an Urban World - Support to Urban Development, 1 October 2006. The policy was developed in parallel with the book: Tannerfeldt G. and Ljung P., *More Urban - Less Poor, An Introduction to Urban Development and Management*, published by Earthscan, London, 2006.

especially alarming that the poor often pay more for water than the rich, e.g. when you compare New York with Barranquilla, Colombia. HIV/AIDS is hitting urban areas particularly hard, but HIV/AIDS programmes do not do enough to address the specific needs of urban areas.
Cities are complex. Cities are like ecosystems, and when you make a change in one part of them, this change will affect everything else. This is why it is so complicated to work in urban settings. A further reason is that most organisations, people, projects, programmes are 'silos'. We work with one issue at a time but this approach does not really work in cities. **We need complex solutions for complex problems**.

Consequently, every solution must be local; there are no 'global' solutions. Nevertheless, we believe that the following aspects should receive specific attention:

- **Integrating local and national development**. Central government very often has no knowledge of local governance. Likewise, competences are being decentralised, but the resources do not follow.
- **Improved governance and urban management**, especially with regard to **climate change**: 75 to 80% of climate change is urban-related. Good cities are planned, planning is based on political decisions, and this in turn requires good governance.
- **Infrastructure and municipal services**. With regard to the environment, the developed world looks at sanitation in a 'green', ecological way. The environmental needs in developed countries are more 'brown', i.e. immediate, localised and health-related[2]. The newest technologies should be used instead of older ones so quicker solutions can be found.
- **Land and housing**. Housing does not mean buildings: it gives people security, reduces vulnerability and facilitates home-based businesses. Housing is extremely gender-sensitive and it is an important issue that requires action: there have been enough pilot projects and we need some scale. Given that 900 million people are in need of adequate housing and infrastructure, locally-financed solutions need to be found. Local banks and finance institutions are vital to this process. As regards to low-income housing, most countries do not have pro-poor housing policies, but a policy environment that complicates low-cost housing provision. Constructing new buildings for all these people is simply impossible. But 'shack upgrading/ improvements' is a viable route: after years of shack upgrading and slow investments, you will have a house. In the West, the process of obtaining land and housing stands in complete contrast to the process in most developing countries (see PowerPoint). This makes the land and housing situation of most people extremely insecure due to total absence of legal tenure. Formal tenure is probably not the only solution, but more legalisation is necessary. Ownership in housing projects, although preferred, is not always a feasible solution. Different solutions combining formal and informal need to be developed in order to make people feel more secure so that they can participate and build a good city.
- **Disaster risk reduction**. We need to build 'good cities' in order to reduce the impact of forthcoming disasters. To do this, we have to find solutions for the poor, because environmental disasters always hit the poor the hardest (they live on the floods plains, slopes, etc.).

Why have we made so little improvement so far?

First of all, there is a lack of **political understanding**, both in developing and in developed countries. Interests are elsewhere, and there is little recognition that we are dealing with 100,000 new slum dwellers a day, 365 days a year. Even if there is understanding, there often is no **political will** to change. This is reflected in the Poverty Reduction Strategy Papers (PRSPs). 'Urban poverty' is rarely mentioned in the PRSPs[3]. If our partner countries are not including this in their strategies, how can donors fight for the cause? If there is understanding and political will and the PRSPs talk about urban poverty, then there are very few tools. Even if we have the tools, there is a shortage of actors and regional institutions with which to form partnerships. In short, we need some kind of common plan - it is time for donors to join hands.

So what can be done to include urban poverty on the agenda?

2. Further reading: Allen, A. and You, N. (2002) *Sustainable Urbanisation: Bridging the Green and Brown Agendas*, published by the DPU in collaboration with UN-Habitat and the support of DFID. London; and McGranahan, G. and Satterthwaite, D. (2000) *Environmental health or ecological sustainability? Reconciling the Brown and Green agendas in urban development*, in: C. Pugh (ed.), *Sustainable cities in developing countries*, Earthscan, London, pp.73-90

3. Sida, *Urban Issue Paper: Poverty reduction strategies*, www.sida.se

Development agencies need to influence and advise partner countries, multilaterals, donors and NGOs and support regional institution-building, as we need local partners. Apart from that, there is a desperate need for applied research and figures so we can prove the issues we are discussing.
Finally, a couple of examples of what can be done just to help us remember that we that we are not talking about mere policies and statistics, but people and their daily reality. These 100,000 people who move to the slums each day need a better environment and can make better environments for themselves, if only we support them. The fact that the world is urbanising makes it very important for us to we realise that we need to think in a new way

VISIONARIES AND TECHNICIANS: ROLES AND RELATIONSHIPS IN FIGHTING URBAN POVERTY AND REDUCING EXTERNAL DEPENDENCIES

- if we think in the old way, we will get the same answers as before. We have to think differently. So if the world goes to town, we have to go to town too.

• *Terry Standley, former UN-HABITAT and independent consultant*

This presentation addresses roles and relationships from my personal perspective as an individual professional working in technical cooperation with over forty year's experience moving around the developing world in a wide range of countries and positions. I have no current affiliation with any agency, institution or company. The focus is on the reflections arising from my direct involvement over the years in urban poverty reduction and in the parallel capacity building to reduce external dependencies in central and local government and among international and local NGOs. A case is made for the value of such a procedural 'nuts and bolts' approach to development history. It is nevertheless stressed that such extensive experience does not necessarily bring with it clarity and confidence and that temptations to resort to glib, global generalisations must always be resisted.

The introduction comments on the apparent divergent identities of Visionaries and Technicians and the current pressures in all spheres and levels of public and commercial life to have a 'vision'. A reference is also made to a recent important book on globalisation (Chanda 2007) which assesses the actions and motives over the centuries of Traders, Preachers, Adventurers and Warriors. How we now relate to these categories of actors - whether NGOs, official aid agencies, training institutions or direct foreign direct investors - is briefly explored. A further reference from another significant work on development (Easterly 2006) is used to briefly assess the parallel roles of Planners and Searchers, with the former seen as already knowing all the answers, applying global blueprints and raising expectations, but taking no responsibility for meeting them. On the other hand, Searchers identify variable grass roots demand, adapt to local conditions and believe that only the 'insiders' have enough knowledge to find appropriate, practical solutions which must always be 'home-grown'. Going a bit further back in development history, the impact of Lords of Poverty (Hancock 1989), which virulently attacked agencies and their consultants, is mentioned as a refreshing example of a wake-up call to all of us on roles and relationships, which still to a large extent applies almost twenty years on. To drive this home, extracts from a satirical poem, The Development Set (Coggins 1978), quoted in full as a preface to this book, are used in the presentation.

A comparative overview of the directly experienced international working and living arrangements, including lessons for today both positive and cautionary, is preceded by a summary of my approach to Fighting Poverty - respect community priorities; ensure rapid, direct benefits; identify trigger actions; avoid adversarial role with authorities (confrontation without alienation), and recognise the power of community savings and credit groups, and to Reducing External Dependencies - rigorously justify need for assistance in the first place; frankly recognise and suppress supply-driven attitudes among agencies; support face-to face exchanges among communities (within and across countries) and build local capacities for identifying and initiating actions. The various working and living arrangements cover ten sets of roles and relationships - direct government employment on the same status and conditions as a national public servant; individual bilateral and direct appointment contracts on aid schemes; non-project related, embedded in departments; establishing and working in a local NGO; with major international NGOs; with local national consulting companies; as company associate and on project teams within major international consulting firms; as a UN Chief Technical Adviser (CTA)/Project Manager; with an international training and research institute; as a UN Regional adviser and as an independent, individual freelance consultant based in a developing country (current status).

The overview touches upon the ways in which urban sector technical and financial assistance has evolved from the early 60's, moving from the embedded individual experts/advisers in the early days after independence to the 'enclave' project teams, the rise of the project subcontract employing large consultancy teams from one company or a consortium, the shift in the role and influence of international and local NGOs, sector adjustment and the attempts to move from the circumscribed project to the programme approach, the rise of the specialised global campaigns and programmes and the belated concern for country strategy alignment and harmonisation.

The following cases are then presented from my direct experience as particularly significant examples of diverse roles and relationships each with valuable lessons: Papua New Guinea country-wide squatter upgrading programme (embedded individual in public service) - Dhaka urban development project (UN-Habitat CTA) - Institute for Housing and Urban Studies, Rotterdam (staff member) - Urban Development through Local Efforts (UDLE), Nepal (GTZ independent, individual consultant).

Finally, also from my own involvement over a variety of cases, the limitations of conventional project and programme evaluation are briefly addressed - not truly independent and free from censoring by agency or government; direct beneficiaries not on evaluation teams, results rarely open to public scrutiny and anyway usually laced with impenetrable jargon and not translated into local language; too soon after project closure (long-term impacts rarely tracked); emphasis on efficiency in spending and production of cited outputs rather than quality of life improvements and capacity to sustain with reduced external dependencies; agency overall self-evaluation usually internally managed - not external to the executive administration in power.

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RECOGNITION OF URBAN AGENCY BEYOND THE NOTION OF POVERTY

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- ***Filip De Boeck, Institute for Anthropological Research in Africa (IARA), KULeuven, Belgium (discussant)***

The social, cultural, economic and political trajectories of many cities in the Global South have often developed along completely different historical lines than those of cities in Europe and the West. In order to capture and read into the realities of these different urban trajectories, I believe it is absolutely necessary to stay close to the actual lives of these urbanites, the specific lines these lives describe and the specific itineraries that unfold in the processes of living in contexts that are indeed often marked by lack, decay, scarcity and marginalisation, by increasing poverty and de-industrialisation, or by an increasing lack of space and an ever-growing demographic density. Notwithstanding all of these disabling factors, such cities also generate urban ways of life characterised by inventive strategies of recycling and repair, new modes of movement, new forms of community building and new ways of finding a position within a city and far beyond.

In urbanscapes such as Kinshasa's, to give an example I am more familiar with, notions of community building are remade and reinvented in ways that can no longer be captured by more conventional readings of the urban tissue and of what 'urbanity' represents. Therefore, I am convinced that conventional notions of 'development' and 'progress' no longer suffice to grasp the problems such cities are facing, nor do they offer workable solutions. All they seem to do is to lock the 'here and now' of urban reality into a realm of impossibility, teleologically projecting classic ideologies and standardised forms of solution onto an imagined future. As has been noted by many before, the standard narrative of development, which implies an evolutional passage from one stage to the next, from a past to a future, from the 'traditional' to the 'modern', or from the rural to the urban, does not, in fact, provide us with an accurate picture of what actually goes on, certainly not when applied to the African continent, where progress and development sometimes seem to lie buried in an irretrievable past rather than in a future full of promises (think of the case of the Congolese and Zambian Copperbelt, and the fact that little now remains of the infrastructures generated by the industrial developments sweeping through this area during the 1920s and 1930s). Faced with these post-developmental worlds where the paradigms of modernisation can no longer be readily applied, a straightforward transition from one stage of development to the next is no longer a feasible reality (if it ever was).

Instead, different realities exist side by side, often in surprising and unexpected ways that constantly force the urban dweller to be flexible and to master the tricky skills of improvisation. Urban dwellers seem to be very good at doing just that - opening up to the 'unexpected' that often reveals itself outside the known pathways that constitute urban life. They are highly skilled at discovering itineraries beyond the obvious and exploiting more invisible paths and possibilities that lie hidden in the folds of urban domains and experiences. City dwellers have often trained themselves to successfully tap into this imbroglio and fully exploit the possibilities these juxtapositions offer. They are constantly busy designing new ways to escape the economic impositions and excesses that urban life imposes on them. They often know where to look and what to look for in order to generate feasibility within what is seemingly unfeasible.

The skills deployed and the strategies invented within the realm of urban living are situated on a number of levels. A level that we constantly devote a lot of attention to is that of material infrastructure. In western discourses and reflections on how to plan, engineer, sanitise and transform the urban site and its public spaces, the belief in the power of the built form to socially engineer public and private space in the city has been given a prominent place. It is, almost naturally, viewed as a necessary dimension for the creation of an urban identity. Indeed, those wishing to understand the ways the urban space unfolds and designs itself can hardly underestimate the importance of material infrastructure. It is equally true that cities are major sites of technological development offering tangible solutions to some of the practical problems at hand. However, in many cities in the Global South, the reality is that the infrastructure is of a very specific kind. Its functioning is punctuated by constant breakdown,

failure and absence, and major parts of city life unfold beyond the city's architecture. Faced with this urban life that is largely situated outside the standard paradigms and concepts that governments, urban planners and NGOs commonly employ to guide their actions and improve the qualities of urban dwelling, our challenge is to come up with alternative, more imaginative models that allow us to start moving beyond the traditional strategies and typologies of architecture and urban planning.

A first possibility lies in viewing the city not as the product of careful planning or engineering, but as the outcome of a randomly produced living space, conceived around much more invisible architectures, truncated urban forms and levels of infrastructural accommodation. These seem to work better because they offer urbanites a much greater flexibility to capture the sudden possibilities offered by the unexpected. In De Boeck and Plissart (2004: 235) I have given the example of the 'invisible' garage. The fact that all one needs in order to operate a garage is not a building called 'garage' but an open space along the road, marked by a used automobile tire, is indicative of the fact that many activities in the city become possible not because there is a well-developed infrastructure to sustain them, but rather because that infrastructure is NOT there, or only exists through its paucity. In other words, things often work better when the possibility exists to short-circuit any dependence on (unstable) infrastructure and technology and to bypass the intricate questions of maintenance, ownership and so on.

Another trail to reflect differently upon the specificities of contemporary urban life in the Global South is to consider the role of the human body in designing the city's activities. The body often forms a basic infrastructural unit within the construction of urban space. More importantly even, what we need are new ways to reflect upon the movements these urban bodies describe and the lines they trace individually and collectively through time and space. For example, because of the emphasis on poverty, we often feel that these cities are disconnected from the broader processes that take place in the 'real global urban context'. This, however, is far from the truth: inhabitants of the kind of urban contexts under discussion here are increasingly embedded in extremely complex and mobile networks of exchange and interdependence, which are not only situated beyond the fixity of the infrastructural level, but also beyond the level of the city as geographical entity. As shown in my own research on Kinshasa (De Boeck & Plissart 2004) but also in the recent work of fellow researchers such as AbdouMaliq Simone (2004) or Dominique Malaquais (2006), urban life cannot be understood without paying attention to the ways people move in, through and beyond the city. Not only do the networks generated by city dwellers interconnect various geographical spaces, they should also be read as forces with a concrete expression in diverse, often intersecting, associational networks, each with its own life span, its own functionality and its own impact. These networks, which are not necessarily anchored in any precise geographical location or territory, are often open-ended sites of flux, contact, transmission, circulation and migration. Through these various 'streaming' realities, information and connectedness are being channelled, reoriented and transformed. Increasingly, therefore, what we term 'city' is a virtual site. It often has become a state of mind rather than a physical reality on the map. And in order to understand what this specific kind of city life is about, it will be necessary to take into account the content of the urban imaginaries, longings, dreams and desires generated by and in turn generate this urban flow.

Taking all of these levels into account transforms city dwellers from passive victims into active participants with their own social, economic, political and religious agendas, which are often situated far beyond the level of mere survival. All of this generates a specific 'agency' in a specific urban experience. It also creates the capacity or the possibility to become a willing actor in these specific urban networks. This might range from smuggling rings, commercial networks or networks that channel the flow of remittances between the city and its diasporas to religious organisations, often with a strong transnational character.

In order to understand cities, let alone intervene in them, we urgently need to take into account precisely this level of agency, networked agency and the great mobility that characterises it. It is certainly highly significant that many of these cities have geographically exploded, that there exists a Kinshasa in Brussels, London and Paris, or that Brussels, London and Paris in some ways have become suburbs of Kinshasa, Lagos or Dakar. Certainly, also, it is important to appreciate the fact that there are more female Congolese merchants these days travelling between Kinshasa and the Chinese city of Guangzhou, for example, than between Kinshasa and Brussels. How exactly do these various 'heres' and 'theres' interconnect and impact on each other? What does

this do to notions of identity or difference, or to definitions of territory and locality? How does it challenge our understanding of cities in the Global South as increasingly poor (pre- or post-) urban outposts outside of the globalised network of the new information age? How does it force us to rethink the notions of order (or more precisely the lack thereof) that we all too easily apply to these urban contexts? How does it impact on our received wisdom about what is functional or normal and what is not?

For too long now, our use of the words 'poor, 'slum', and other similar words have made the everyday practices and experiences of urban life invisible. For too long these cities have remained Shadow Cities, to cite the title of a recent book by Robert Neuwirth (2004) in which the people who inhabit these worlds are reduced to a sort of invisible 'excess humanity' (Davis 2006). The notion of 'poverty' does not sufficiently acknowledge opportunities and places too much stress on the weaknesses of these places and the people that live in them. It distracts us from recognising the 'agency' that these urban dwellers possess. Without falling into the trap of romanticising the level of the informal, which all too often only offers precariousness and hardship, it is nevertheless time to direct our gaze away from the city in the Global South as a problematic or even pathological entity, trapped in poverty, failure, violence and breakdown. Even if it is not easily recognisable to the untrained eye, we should start to think more thoroughly about the enabling capacities of the urban production of knowledge and the possibility for critical thinking and acting that it engenders.

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Selection of questions and answers[4]

Can we stop urban growth? Should we not invest more in the rural areas?

- Contrary to common perceptions, urban growth is, to a large extent, caused by natural growth within cities. Migration is ongoing, and key motivations are education, job opportunities, and, increasingly, the consequences of both natural and man-made disasters. (Mohamed El Sioufi, UN-HABITAT)
- There is now a whole new generation of internally displaced people in Sudan, for example. They were brought up with an urban lifestyle and they cannot go back. Even if they could, demographic growth means the natural environment could not support their former lifestyle of livestock keeping. (Mohamed El Sioufi, UN-HABITAT)
- Should we really be asking that question, since the move to a city is part of a person's or a family's individual survival plan and is being undertaken for very different, well-thought-out reasons? Can we sit and judge and say, "You have done the wrong thing"? (Thomas Melin, Sida)
- Poverty is not primarily a financial issue - it mostly lies in the way you can influence your own situation. When you live in the 'slums', you are often not recognised, you do not have an address, and so you do not really exist. (Thomas Melin, SIDA)

How can you integrate reproductive health issues into your policy framework? How can we plan a city if we cannot even plan a family?

- Through participatory planning approaches, we enable and encourage local healthcare institutions and specialists to come on board. Priorities should be identified by local actors, with support from the different agencies. (Mohamed El Sioufi, UN-HABITAT)
- In most countries, you do not talk about sex, you do not talk about blood, you do not talk about death. So HIV/AIDS and reproductive health are issues that we have to deal with very carefully. (Thomas Melin, Sida)
- Reproductive health issues have a lot to do with slums and slum upgrading. The issue of overcrowding, for example, is complicated and slum upgrading can actually change that situation. (Thomas Melin, Sida)

Can you give an example of a project that was effective in addressing the needs of the poor?

- If we had a model for success, we would not be sitting here today. Successful projects in some countries cannot easily be transferred to others: a lot of their success is cultural or artificial and extra injections are needed to enhance the chances of success. (Mohamed El Sioufi, UN-HABITAT)
- The Urban Partnerships for Poverty Reduction (UPPR) in Bangladesh is building on the success of the Local Partnerships for Urban Poverty Alleviation Project, a programme launched by UN-HABITAT and funded by UNDP that has improved the living conditions of 300,000 people. Following the success of the pilot, it is now being scaled up to address 3 million poor people. This is what we call the multiplier effect or scaling up. (Mohamed El Sioufi, UN-HABITAT)
- The NGO Asian Coalition for Housing Rights (ACHR) has supported and coordinated an initiative that spans beyond Asia and has had wide-ranging effects on a very low budget. The initiative entails 'face to face' exchanges between slum communities in different countries. Despite language differences, this has forged powerful action and information networks of examples and aspirations. In some cases, where senior

4. The discussions are transcribed based on the audio recordings of the session in question, and reflect what was said as closely as possible.

officials of the cities in question also participate, direct opportunities are provided for strengthening relationships and increasing understanding of both the human and institutional aspects of fighting exclusion, vulnerability and poverty. (Terry Standley, Consultant)

"There is no need for more pilot projects - we need scaling up." How can we scale up? How can we identify the so-called 'trigger mechanisms?

- Pilot projects are experimental in nature; they are 'artificial environments' into which you inject some elements of good projects. In my opinion, a good project involves a good political leader, a good concept and process, good technical staff supporting the process, a committed community that wants change, and sufficient funding. (Mohamed El Sioufi, UN-HABITAT)
- Working on a project in isolation is not enough for a quick impact. A national-level component also needs to be added, so lessons from the ground can then be translated into policies at national level. (Mohamed El Sioufi, UN-HABITAT)
- We need political understanding and will, and we need strong mayors. As cities are increasingly in competition with one another, mayors now have to be CEOs and cities have to be run like successful companies. (Thomas Melin, Sida)
- Very little work done is done on understanding trigger mechanisms. How does one thing lead to another – how can communities and authorities build on initially carefully identified and targeted assistance without necessarily piling on more foreign aid? (Terry Standley, Consultant)
- How does a city make groups? How does it generate islands of cooperation and collaboration? Where can you tap into the energies that run through a city? As long as we do not know how to tap into the localised action of local groups, I think that whatever we decide to plan or implement is doomed to fail. (Filip Deboeck, KULeuven)

Isn't the current preoccupation with 'vision' a necessary and valuable part of development thinking and programming?

- Yes, but care is needed to avoid glib usage as a label simply to meet government and aid agency paper requirements in processing proposals. The notion of a vision is all too easily devalued and confused with project objectives and medium-term planning perspectives, thereby losing its power as a broad inspirational development tool. (Terry Standley, Consultant)

For a real understanding of cities, shouldn't we integrate 'culture' and 'urban form' to the discussion?

- Culture gets pushed away if you have to focus. The concentration processes applied to donor agencies ask us to focus, focus, focus. Consequently, certain aspects are neglected so it becomes very difficult to work in multisectoral urban areas. (Thomas Melin, Sida)
- Culture and cultural heritage should be looked upon as a resource for poverty reduction, not just as built heritage. Unfortunately, city centre upgrading often has the unwanted effect of social exclusion and gentrification. (Thomas Melin, Sida)
- What are the invisible power structures working beneath the surface? What really makes cities tick? I would argue that it is not the 'urban form', not urban planners, not 'official' politicians and not architects. In Dhaka, for example, intensive sociological research showed that the most powerful urban change agents were the army, the chambers of commerce and the rickshaw pullers. (Terry Standley, Consultant)
- It is not material form, but dreams, desires and the architecture of words that built the city. That type of form is deeply cultural, but it is much more than cultural heritage. (Filip Deboeck, KULeuven)

Social structures in rural areas are strong and development cooperation relies on strong cooperation. In slums, we see threatening

large-scale problems and loose social structures. Do we need larger-scale services in cities? Or can small-scale services continue to create an enabling environment for community involvement?

- Local health centres do are of vital importance in cities, when they are small and easily accessible and residents/users are directly involved in local management. (Terry Standley, Consultant)
- There is a key misconception that urban areas are the same as rural areas, but larger. They are, however, different: the issues are different and the solutions should be different. When we talk about services in cities, we do not intend to replicate the clinics that have been introduced in the countryside. We have to adopt a completely different, multisectoral approach to issues. (Thomas Melin, Sida)
- Previously, we thought that people left a nice 'village structure' and came to 'chaos' in the cities. Recent studies contradict this view and show that people leave horrible situations in the countryside (old-fashioned, anti-female social structures, highly controlled). When they come to cities, they quickly form other networks and social structures, some based on tribal relations, others based around issues, innovation and neighbourhoods. (Thomas Melin, Sida)
- Poverty is really very multi-dimensional and difficult to measure. Ten years ago, we were using the $1/day measurement for poverty. However, one dollar a day goes a long way in the countryside, yet absolutely nowhere in the city. Then we started measuring in terms of distance to services. In the city, obviously, it may only be 400m to a hospital, but what if you are not allowed in or you cannot afford to enter? (Thomas Melin, Sida)

What about the future strategic plans and policies of donors after signing up to Paris Declaration? Can you give examples of how things will be done differently?

- There is no 'revolution' in development cooperation; things happen gradually. We need to stimulate 'donor coordination'. In reality, we already never act alone, but we feel that coordination must go further. (Thomas Melin, Sida)
- We often know how to do things, but there are obstacles: regulations and corruption are the most important ones. We need to strengthen and deepen government ownership in international development cooperation. (Thomas Melin, Sida)
- We are working towards the 'one UN' structure, so UN-HABITAT will be working with other sister agencies to ensure that we are speaking with one voice. (Mohamed El Sioufi, UN-HABITAT)

Session 2

Urban planning and housing

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VULNERABILITY AND VIOLENCE - WHAT AGENDA FOR URBAN PLANNING?

• *Nabeel Hamdi, Oxford Brookes University and Development Planning Unit, UK*

What follows is a discussion of issues that are of profound importance to us today if we are interested in creating safe and fair cities – and I like those words together - rather than just productive cities as such.

We know that by 2030, about 1.4 billion people will be living in slums around the world, and those 1.4 billion will, one way or another, be poor or otherwise vulnerable. It is in recognition of this that vulnerability is now a key word in development discourse, and I would suggest that it is at the centre of our considerations when thinking about fair and safe cities. The concept of vulnerability – which I do not have time to elaborate – is quite complex in three main respects:

Firstly, it is very difficult to draw boundaries around 'vulnerability'. Sometimes risks are located in one part of the globalised world and those who are vulnerable are in another. An example is the floods in Bangladesh that were supposedly caused by climate change - the Bangladeshi carbon emissions level is actually 1/8 of that of their American counterparts. How do we draw boundaries around vulnerability?

Secondly, there are different types of vulnerability, some of which we can control, others of which we cannot. There is social vulnerability, political vulnerability, environmental vulnerability, and so on. When these types converge and come together in any one place, vulnerability becomes chronic and acute.

Lastly, there are different causes of vulnerability. Some are linked to what is commonly termed development aggression – that is, when people are displaced as a result of well-intended development programmes – and the violation of rights that sometimes accompanies this. Environmental degradation is another cause, as is unequal access to resources as experienced by many city dwellers – unequal because of discrimination, poverty, unequal power relations, gender, class, age, caste, and so on.

All of these factors contribute to instability. Vulnerability, social exclusion, instability and insecurity are everywhere, but they are most acute in cities, since urban dwellers do not have the social infrastructure or traditional resources to solve their own problems. There will always be contradictions in development objectives – some of which we have already heard in this room – between the moral obligation for equality and fairness on the one hand, and the economic objective of attracting investment and enhancing productivity on the other hand. The two worlds seem to compete.

A recent study of Asian cities, sponsored by the Asian Coalition of Housing Rights, reached conclusions on a number of issues that I find quite interesting. Poor communities are being evicted to make space for elite developments driven by foreign investment. Due to relocation, transport costs and travel time for the poor have increased, incomes have been adversely affected because women can no longer find work close to home and informal settlements in cities have increased in density to absorb the extra population, causing the conditions in settlements to deteriorate. In the drive for foreign investment – the phenomenon that says we want the 'capital of culture'– the nexus, the relationship between politicians, bureaucrats and developers has strengthened, and zoning regulations and bylaws have become easier to violate in the interest of capital.

In this study, ACHR cites an example in Karachi, which I believe is a metaphor for other examples around the world. The city of Karachi wanted to build a new park – which is a fantastic intention, since open space is necessary – but to create it (as it is a beachside park), they had to remove the hawkers, small traders and seashell vendors in the interests of 'cleaning it up'. These small traders were then replaced with expensive food outlets that the poor cannot possibly afford. A small fee is charged for use of the park – perfectly reasonable, because it has to be maintained – but again, this effectively excludes the poor. The park – which I feel is a metaphor for urban planning – is like so much else in city planning in that it represents an ideal: what recreation should be about. It represents a single vision of what cities and locations within them should be. In my view, this kind of ideal is an expression of expulsion, nothing less. It is all about eviction, about cleaning up the city by kicking people out - you

have to remove people in order to do it. It is all about exclusion, and this is mostly directed at the poorest and most vulnerable.

This kind of social and economic (and even political) exclusion is very often expressed in violence, both within and outside the home. The World Bank has estimated that 2% of the GDP of most countries can be written off just dealing with issues of violence and crime. Violence polarises social groups and turns them into enclaves. This has a profound impact on urban form. It generates insecurity and fear, not just of crime, but of 'others', of strangers and migrants - a fear, in fact, of difference. What follows is a withdrawal from public space to private enclaves, which makes public spaces unsafe.

This retreat from public space gives rise to more inequality, more separation and more exclusion under the guise of more safety. The situations in South African cities, well documented by Charlotte Lemanski, or the examples given in Weizman's recent book 'Hollow Land' on the Palestinian territories, are all about exclusion and defence under the guise of inclusion. I have yet to see the concept of community created by building walls.

Violence, as we know, apart from all the other causes, erodes the assets of the poor. It erodes everyone's assets, but particularly those of the poor and therefore has a profound effect on livelihood security. Since fear and insecurity affect the poor's ability to access resources, access land, go to school, collect their money and so on, all that becomes interrupted. Violence inevitably involves the exercise of power. Power and powerlessness are fundamental in understanding the causal factors underpinning violence. The redistribution of power in urban programmes and the discourse and language that we use through democratisation, good governance, participation, partnerships and so on are therefore crucial to reducing violence. For me, this is the strategic and structural agenda of these themes, irrespective of the desire to increase productivity and make urban systems more efficient.

Structural violence, as Caroline Moses and others have said, is not just physical, but embedded in the social structure of community. It can make communities uncomfortable, despite the fact that we use it in very cosy and comfortable ways. We hide behind that word, as we discussed yesterday. It includes exploitation, exclusion and inequality, all of which either threaten or weaken life changes and all of which threaten livelihoods.

There is another kind of vulnerability in cities – other than vulnerability created by violence - namely vulnerability related to natural and man-made hazards. This is greater in cities because of density, marginal land and rapid urban expansion, which creates pollution, destroys coastal regions, and so forth. Disaster equals hazard times vulnerability. A hazard does not always lead to disaster. We cannot usually do very much about the hazard, but we can do a lot to decrease vulnerability.

A third kind of vulnerability results not just from income poverty as such, but also from income inequality. The dynamics of poverty in cities is different. Poverty is everywhere, but income inequality is a particularly urban phenomenon, partly because of density, proximity and other factors. The intergenerational transfer of inequality is something that needs to be understood because it is another part of the vulnerability cycle. How do we break that cycle in relation to caste, gender and class, for example? How do people get into poverty, how do they get out of poverty and how do they sometimes end up back in poverty? We built all these wonderful public housing projects as a way of getting people out of poverty, but the IMP presses for the recovery of costs - costs can never be recovered from the poorest, because it costs more to recover them. The poor move out of the housing and back into poverty, and the housing goes to the middle-income market. And this 'intergenerational' cycle continues.

Vulnerability is also related to values, identity and the concept of belonging – which is a vital part of all planning, all urban design, and all architecture. The transformation of values, identities and behaviour needs to be understood, particularly for cities. In cities, there is very often a need for most people to have multiple identities. In that respect, transforming communities in cities is different. The loss of what we call place-based identity undermines a commitment to place, and makes it very difficult to engage with the community when we talk about

community participation, as they do not necessarily have any commitment to place. Very often, the notion of 'community' in cities is networked, rather than place-based, and multiple insofar as loyalties are concerned. That sense of belonging in cities is a resource, once described by Robert Dunn as 'capital'. And it is true that when you say a place is your neighbourhood, you do not actually own it, but it is 'yours', it is capital. This resource gets lost as we try to rediscover our sense of belonging - particularly for people who are displaced - which in cities is more plural and more networked. 'Community' in cities is much more heterogeneous and the concept of community needs to be understood.

Anthropologists make reference to at least five different kinds of community: communities of interest, culture, practice, resistance and place. Most of us will belong to probably four of those five kinds of community. These are very often in conflict in any one place - it is not a pleasant business trying to engage a community in that sense. How are these represented, how do you engage networks rather than entities and do we understand how people share interests and loyalties?

Amartya Sen said in his recent book 'Identity and Violence' that "the freedom to determine our loyalties and prioritise between different groups, to all of which we may belong, is a peculiarly important liberty which we have reason to recognise, value and defend". The cultivation of choice when it comes to identity is therefore one principal responsibility of all 'urbanists' (e.g. architects and planners). The ability to choose, i.e. to interpret according to our values, beliefs and aspirations, reduces our vulnerability to having our identities co-opted by systems (planning systems, political systems or any other systems), which creates more exclusion and consequently leads to more violence.

In summary: an agenda of issues for policy and practice:

- Contradictions in development objectives - Bridging the social and economic agendas of development
- Vulnerability, exclusion, insecurity and violence - Integrating these agendas into planning policy and practice
- The dynamics of poverty - issues of income and equality and how to break the cycle
- The intergenerational transfer of inequality - where do we start to stop?
- The concept of community - what is it and how do we engage it?
- The transformation of values, identity and loyalties
- The cultivation of choice

In my latest book, Small Change, I describe how tiny events, ranging from pickle jars, bus stops and school buses, can have a trigger effect if only they are recognised. This can be translated into strategic programmes and can begin to build the asset base of the poor and deal with some of the issues and agendas I refer to above.

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SPACE AS A RESOURCE IN POVERTY REDUCTION, CONFLICT AND DISASTERS

• *Kelly Shannon, ASRO, KULeuven, Belgium*

Urban contexts, by their very nature, are embedded in conflict. Cities are simultaneously the subject and object of conflict as they have the capacity to manifest and absorb contestation. Although 'urban conflict' is terminology most often associated with spaces of violence and places of fear, it is also prevalent in the everyday contested territories of the urban realm. Urban conflicts span the scale from interpersonal to societal and the scope from single issues to system changes. Access to resources, services and land is reflected in the definition of urban space, as are patterns of inclusion/exclusion and relationships to power. Political-ideological and socio-economic processes have, throughout the globe and throughout history, led to spatially divided and segregated cities – hence to multiple renditions of urban conflict.

At the same time, contested territories are ideal vehicles for negotiation – between private investment and the public realm, between the international donor community and local governments, between global pressures and civil society, between local, ethnic, cultural, social oppositions. Space has the advantage that it crosses multiple sectors and disciplines (inclusive of architecture, landscape and urbanism). It allows for ambivalence, co-presence, multiple use and therefore remains the most suitable 'ground' for negotiation. Contested territories thus provide the physical sites to reinterpret space as receptacle, instrument and stage. Visions of the built environment, strategic urban projects and actions come from the turning of contestation into a debate on sustainable development. The prime goals of the debate are to actively promote the enlargement of a legitimate and spatially materialised public realm, to strengthen supportive (man-made and natural) spatial structures and to promote inclusive urban fabrics.

Traditional urban planning and design has been criticized as an instrument of social engineering and exclusion. There are numerous examples to validate this claim. However, the option of not planning, of the absence of strategic design, is equally problematic – a tapestry of unplanned, informal and undifferentiated built form is a waste of valuable resources and a burden for development. Space is a non-renewable resource and this presentation will argue that strategic design is an extremely powerful tool to resolve urban conflict through negotiation and co-production.

The presentation will focus on three main issues where properly planned space and projected space can make a fundamental difference. Each issue will be developed by way of case studies.

Poverty reduction. Properly planned and projected space is a tool for poverty reduction when it is designed to generate economic opportunities at multiple scale levels, including the localizing of global economies and the provision of informal economies. (case of urban agriculture in Bayamo, Cuba; Aranya Community Housing in Indore, India and market re-configuration in Vinh, Vietnam)

Conflict. Urban planning and design can be an effective mediating mechanism. Man-made conflicts demand timely action and there is the need for precariously balancing immediate humanitarian relief with long-term sustainable development. Conflicting interests/claims on sites can also be resolved through design as a medium of negotiation. (case of Palestinian Refugee Camp in Lebanon; urban park in Nakuru, Kenya; depoldering in Beveren, Belgium; urban park in Essaouira, Morocco)

Disasters. Appropriate urban design and planning has the capacity to mitigate disasters. Beyond mere engineering solutions, there are interesting examples of projects which are able to anticipate natural disasters and go beyond technical measures to create spaces that work with the rhythms of nature, enlargen the public realm. (case of Southwestern Sri Lanka; Favela-Barrio Project in Rio de Janeiro, Brazil; Gallego Riverfont in Zuera, Spain)

TAN HOA - LO GOM SANITATION AND URBAN UPGRADING PROJECT: LESSONS LEARNED

• *Ahn Le Dieu, Ho Chi Minh City, Vietnam*

In 1993, Ho Chi Min City (HCMC)[5] recognised the need to improve living conditions in the areas along its canals. The City Canal Rehabilitation Programme was an initial project specifically targeting Nhieu Loc – Thi Nghe canal, and it comprised clearance of informal settlements, canal rechanneling and off-site resettlement. This resulted in more open space, higher water flow capacity, larger living areas for resettled families (60-80m^2/household) and therefore a more hygienic living environment. The programme has, however, had adverse effects because of its below-market compensation, the large size of the housing units (based on national standards) and the geographical distance of the new housing from people's workplaces. By failing to consider affordability and the socio-economic realities of low-income households, and by relying on external funding for all investments, the programme has led to widespread resale of the apartments, erosion of people's capacities to build their livelihoods and the appearance of new slums in the suburban areas. It has therefore, to a great extent, defeated its own purpose.

A second initiative, the Tan Hoa – Lo Gom (THLG) project, aimed at improving living conditions in the THLG canal basin (700,000 inhabitants), as well as facilitating capacity-building for communities and institutions. The project consisted of three stages: identification (1998/2001), feasibility studies (2001/2003) and implementation (2001/2006). The total cost of the programme was approximately € 20 million (35% funded by a Belgian grant and 55% contributed by Ho Chi Minh City). During the identification stage, seven strategies were proposed: solid waste collection, wastewater treatment, embankment reinforcement, institution-building, capacity-building and awareness-raising, urban planning and resettlement, and socio-economic support. This soon turned out to be too ambitious (in terms of approach, size and solutions) and four pilot projects were developed: solid waste management, urban upgrading and resettlement, sites and services, and a wastewater treatment plant[6].

Pilot project for solid waste management

Primary solid waste collection in HCMC is based on private initiative. However, in low-income areas like the THLG basin, waste often ended up in and along the canal. The project rationalised the laborious and complicated waste collection system by regrouping the collectors, reorganising the collection routes, facilitating contracts between households and collectors and building a small transfer station.

Urban upgrading

The project upgraded an area of 166 houses by providing paving, lighting, electricity, water supply and drainage. These physical interventions were coupled with socio-economic support in the form of savings and loan groups and awareness-raising activities. Other project activities included canal widening, a pontoon and new embankments, and economic support through the construction of a market.

Resettlement

Improving living conditions along the canal meant some households had to be resettled. Three options were developed for resettlement: on-site low-rise apartments, plots of land with basic infrastructure (known as 'site and services') 8 km from the canal and a compensation fund for self-relocation. A detailed **compensation and resettlement policy** based on the local planning context was developed to guide this process. The inhabitants' economic capacity, access to loans, tenancy and legal status, lost land and buildings and infrastructure were all taken into account. 72 families were relocated to the low-cost apartments (30-50 m2), which, though significantly smaller than the national government targets, were based on household affordability. This decision was preceded by extensive policy dialogue with the relevant city departments. The **sites and services** section of the project provided 119 plots of land of 40-50 m^2 with full infrastructure and some facilities. A loan was provided to assist with the construction of a house.

5. Ho Chi Min City has a remarkably high number of slums, and this has been growing in recent decades: from 43,000 in 1977 to 67,000 in 1995. 24,000 of these slums are on and along the canals.

6. More detailed information can be found on www2.btcctb.org/thlg, and in the BTC Brochure 'The city, a development (f)actor'.

Lessons learned

The strengths of this project lay in its integrated community participation approach and its intersectoral strategies. All four pilot projects were based on detailed socio-economic surveys, community supervision and consultation, a residential self-management unit and specific training. A team of social workers was integrated into the formal management of the project, enabling better, more successful cooperation. No other project in HCMC or Vietnam has achieved this much. The project also organised regular initiatives across all project stages, including socio-economic support for income generation (savings, loans, business start-up), environmental education and capacity-building. The combination of different resettlement strategies (as set out in the compensation and resettlement policy) and the provision of housing solutions (smaller than standard, but financially affordable) for low-income inhabitants added to its success.

But there were also weaknesses... Due to a lack of information and understanding regarding this new approach, participation was sometimes limited and difficult (e.g. with local government officials). Furthermore, the design concept of the low-cost housing was based purely on the household socio-economic survey, with no consideration of urban land management. Some of the assumptions made were not appropriate in the given context, and post-resettlement management of community facilities was not integrated.

It is clear that a competent coordinating agency and a policy framework for community-based projects are required at national level. Furthermore, our new Housing Law lacks a section on 'housing for the poor'.

What were the opportunities? Poverty alleviation and environmental improvement were the city's top priorities, and they were supported by local government at all levels. This generated shared experiences in working with communities, NGOs, donors, universities and the government. There is a need for a new approach in tackling the discrepancy between the reality of urban and housing development and expectations regarding housing standards, urban planning and management capacity.

What were the main threats? There are no policies or regulations supporting this unconventional approach, so the project had to undergo the time-consuming process of getting support and acceptance. The approach and the innovative solutions it involved also had to be integrated at all levels. Land acquisition and administrative procedures are complex and take time, as does community participation. All of these time-consuming factors led to delays in implementing the project.

This project also highlighted that resettlement solutions should be socially acceptable and financially affordable. Social work needs to be recognised as an integral part of project management, especially in large-scale, high-impact projects like slum upgrading and resettlement.

URBAN PLANNING AND HOUSING - APPROACHES AND METHODS

• *Benoît Legrand, BTC Cambodia (discussant)*

Nabeel Hamdi and Kelly Shannon's presentations allowed us to emphasise two crucial aspects related to housing for the poorest people in urban settings: the link between vulnerability and living conditions on the one hand, and the importance of the spatial dimension and planning on the other. These two factors are clearly visible in the case study on the 'Tan Hoa-Lo Gom' (THLG) project in Ho Chi Minh City, which Le Dieu Anh's presentation described to us.

The first presentation drew our attention to those aspects of poverty that lead to vulnerability, exclusion and violence. The causes of this vulnerability were highlighted, as were ways to reduce them. Internal and external pressure on urban poverty is increasing vulnerability, which more often than not is expressed by violence. Urban development projects generate social segregation and physical and socioeconomic exclusion, so we should take account of these consequences in our projects from now on. In view of this, boosting the capacities of communities and their role in designing, funding and implementing urban projects as well as the recognition and promotion of community identity could give rise to new kinds of partnership and a culture of choice, both of which are important factors that could help reduce poverty.

The second presentation reminded us to what extent the city is both the subject and the object of conflict. Contested urban areas actually present opportunities for dialogue and negotiation that should be used when planning the city. Public space, which is at the crossroads of several sectors and disciplines, has various uses. Along with spatial structure, public space is a key asset of cities, and it is becoming increasingly difficult to manage given the mounting number of stakeholders and issues and the interpenetration of local and global conflicts within it.

For a long time, traditional technocratic planning was seen as the way to manage growth in cities but since the failure of modernism, it has been viewed as futile or even as an instrument of exclusion. However, the absence of planning and the development of a laissez-faire attitude are not the solution either. Kelly Shannon's presentation also drew our attention to a range of concrete examples proving that spatial management can help reduce poverty, resolve conflicts and lessen the impact of many natural disasters.

The THLG project is another example. Le Dieu Anh's presentation highlighted three pilot projects targeting the poorest people's housing. They all focused on the same people, those living in Ward 11 of District 6, which is a typical example of housing in Ho Chi Minh City. The area is characterised by low, tightly-packed housing, a highly diverse population – with the prosperous living in terraced houses along the main roads bordering the area and the poorest living in the vulnerable areas in the middle, while the banks of the canal are home to a settlement composed of various huts – and a tendency to combine roles. In its work, the project tried to preserve these characteristics. Three alternative solutions were tested: collective housing, the rehabilitation of vulnerable areas and serviced plots. These solutions followed models that had been used before in other places as well as in Ho Chi Minh City. The original feature of this programme was that it gave re-housing options to people forced to leave their homes due to the widening of the canal. It was also unique in that its format and organisation took account of the lifestyles, aspirations and financial situation of the people and involved communities in the debate. This was made possible by the active participation of the community – comparable with the coproduction process much favoured in strategic planning – when designing the programme, monitoring the work and developing socioeconomic initiatives. The whole programme was coordinated by dedicated social workers, whose presence throughout the project was crucial to its success.

If we look beyond the advantages and disadvantages highlighted by the presentation, this project emphasises the importance both of incorporating planning and active participation of all stakeholders, including communities, in projects targeting urban poverty. Thanks to its openness to civil society, integrated planning is an urban requalification tool that could contribute to reducing poverty and creating a fairer society.

DISCUSSION SESSION 2

Selection of questions and answers[7]

Will 'urban development' put an end to rural migration and exodus?

- About thirty years ago, Otto Koenigsberger said in a list of facts: "urbanisation is a fact". There is no way it can be stopped, particularly because the forces driving it go beyond regional or national levels - they are global. It is therefore best that we manage them, rather than trying to prevent migration. Let's view urbanisation as a fact, and think about how we can make cities safer, better and more equitable. (Nabeel Hamdi, Oxford Brookes University and DPU)

What is a slum? Do we have a definition, and do we have criteria to measure this?

- This may not the best question to ask. If we ask this, we come to the question: 'what makes a slum?' If we want to understand what a slum is, we need to understand what poverty is. I think we have a strategic agenda by reframing the question. (Nabeel Hamdi, Oxford Brookes University and DPU)
- Slums are a result of poverty, but often have many 'rich' inhabitants. Slums are both poverty and wealth. Slums are spatial structures with dynamics needing to be further studied and understood. (Marc Gossé – La Cambre)

Should we encourage donors to work in medium-sized cities?

- Capital cities draw more attention and funding, whereas secondary and tertiary cities are often those in most need. As mentioned before, only 8% of the urban population lives in such mega-cities. The 10-year programme Localising Agenda 21 was specifically designed for secondary cities. From our experience, there tends to be more need to build capacity and at the same time more opportunity to see results. (Kelly Shannon, KULeuven)
- We should look at the complexity of the territory as a whole and avoid making choices. (Marc Gossé, La Cambre)

In some cases, cultural practices are viewed as 'an obstacle' to urban development.

- If we see cities solely as 'engines of growth', they will cease to be places of social and cultural diversity, and cease to have a social and cultural place in development. The consequence of that is potentially quite profound. We would manage land largely for speculative development, for distribution services and for promoting industry, and we would segregate communities in order to get people out of the way so we could make cities more 'productive'. (Nabeel Hamdi, Oxford Brookes University and DPU)
- For modernists, culture is often seen as an obstacle to development. I disagree. Culture is the way we see the world, and it allows us to invent new tools. We include elements of our past experience, but it is dynamic, living. It should be used as a resource. Culture is the genetic code of all human activity. (Marc Gossé, La Cambre)

7. The discussions are transcribed based on the audio recordings of the session in question, and reflect what was said as closely as possible.

War, destruction, natural disaster, and so on are often used as pretexts by public authorities to rejuvenate and 'modernise' the city. This 'opportunity' is often relative, especially due to the means available for redevelopment. In Goma, for example, very little has happened since the volcanic eruption.

- In instances of post-disaster and conflict, there often is a lot of good will and an outpouring of good intentions to the more exposed places, unfortunately leaving out the less exposed places. But even if rebuilding starts on a very small scale, we like to argue that planning and design become important, even if it is a matter of which road to pave first, where to lay the new lines. Post-disaster responses are never 'temporary'. Something that starts as short-term humanitarian relief, often in our field of the built environment, tends to have a degree of permanence, therefore we need to design it. (Kelly Shannon, KULeuven)
- I am really very sceptical of disasters providing opportunities. In New Orleans, for example, the opportunity taken during reconstruction was to drive the poor out of the city entirely, not by military means of course, but by privatising everything. There is not a single public school left, and without that, people cannot afford for their children to go to school, so they are forced to leave. (Nabeel Hamdi, Oxford Brookes University and DPU)

The importance of community participation is described in numerous documents, but it is not necessarily put into practice. Is this because of the way projects are introduced? A partnership approach can support harnessing all the resources available from donors, but also from within the community. We do not usually take time to explore all the synergies we could use to achieve better results

- Increasingly, the debate about community participation is leading towards a debate about partnerships. We therefore need to ask what good governance is, and explore partnerships not just with the community or civil society, but – this is the neo-liberal debate – partnerships between the state, civil society and the market – both the formal and the informal market. If you unravel that further, it can get quite complex: relationships between the state, the market and civil society are different at local, national and international levels. At international level, the state represented by various agencies and the market by multinationals, but civil society is usually very weak. (Nabeel Hamdi, Oxford Brookes University and DPU)
- We need to move away from 'community participation' and start talking about stakeholder participation. Who are the stakeholders and what are their interests? No-one likes to be a partner with anybody else unless it makes a difference to his or her life. People look at the comparative advantages and ask themselves: what can I get out of it? (Nabeel Hamdi, Oxford Brookes University and DPU)
- We see participation, or rather co-production, as a 'trialogue': a triangle between the state, civil society and the market, a triangle between academia, technicians and legislators, and a triangle between local, national and international actors. This co-production, in Localising Agenda 21 for example, can lead to an urban pact: such an instrument brings a group of stakeholders together, and they commit to it by signing. It is tied to budgets and action projects and is an intermittent tool in a long-term process to bring about systemic change. Urban pacts should cross disciplines, sectors and scales; constantly try to enlarge the public realm - which is shrinking in our market-world - and strengthen the existing spatial structure. (Kelly Shannon, KULeuven)
- Participation is a time-consuming process that is not always possible in a situation where a quick response is required. (Le Dieu Anh, Vietnam)

How can projects contribute to rethinking planning policy and legislation?

- If we are talking about sustainable cities and, at the same time, talking about directing our activities towards poverty alleviation and elimination, then we have to talk about sustainable livelihoods and thus

about reducing vulnerabilities and building up the asset base of the poor. We should differentiate policies that enable from policies that disable the process of building sustainable livelihoods. Many current policies concerning land, legal titling of land, building standards and so on are 'disabling' and need to be abandoned to enable the poor to gain access to essential resources and begin to solve some of their problems. (Nabeel Hamdi, Oxford Brookes University and DPU)

- By providing and testing a new approach and concept in housing design and negotiating it with the authorities, we are influencing the government's policy-making. This can then be integrated into future projects. (Le Dieu Anh, Vietnam)
- A positive development in Vietnam is the increasing popularity of the social work movement. Universities have now started educational courses in social work, and this a huge improvement. (Le Dieu Anh, Vietnam)

Session 3

Basic services
Accessibility and delivery

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DEVELOPMENT

• *David Satterthwaite, International Institute for Environment and Development (IIED), UK*

The need for more attention to basic services in urban settings is obvious for two reasons. The first is the large and rapidly growing scale of urban poverty – perhaps especially in Africa and Asia. The second, linked to this, is the very large and rapidly growing backlog on service provision in urban areas – for instance for water, sanitation, drainage, health care and schools. It is common for urban centres to have half or more of their entire population lacking such services.

International donors cannot, by themselves, address these large inadequacies in service provision. International donors are only as effective as the organizations they fund; none of their staff actually build or run schools, health centers or install water pipes and manage water distribution; they fund others to do so. There is also generally a long chain of institutions through which their funding passes, before it actually reaches the location and institution that is meant to deliver the intended goods or services. This also means almost no lines of accountability between the people for whom the funding is meant to deliver some benefit and the official development assistance agency.

Official development assistance agencies have to rely on local organizations to deliver, for instance, good provision for water, sanitation, drainage, health care and schools – but they generally have little capacity to actually influence the quality of these local organizations. For most urban areas, the local organizations with most responsibility for services are within local government. Very few donors have supported long-term programmes to improve the quality and financial capacity of local governments – and it is difficult for them to do so. They also have little capacity to change the anti-poor attitudes of local elites, politicians and civil servants which may be the main reasons why service provision is so inadequate for most of the low-income population. There have been many attempts to privatise service provision, perhaps especially provision for water and sanitation – but after nearly two decades of donor support for this, the results are very poor.

There is another way. This is to support the grassroots organizations and federations set up by the urban poor – and support them in developing partnerships with local governments to provide or improve services. In 16 nations, there are now national federations of slum/shack/homeless people actively engaged in initiatives to improve housing (or build new housing) and improve provision for services. All seek, wherever possible, to work with local governments because obviously this allows larger, more far-reaching initiatives. In some nations, the national federations have programmes reaching hundreds of thousands of their members – see Table 1.

Table 1: Details of the national urban poor federations, support NGOs, and federation-managed funds

Country	Federation	Year Founded	Number of Members	Support NGO/ Federation-Managed Funds
Brazil	A federation developing, based on five cities	2004	11,000	*Interaçao*
Cambodia	Squatter and Urban Poor Federation	1994	Active in 288 slums	Asian Coalition for Housing Rights Urban Poor Development Fund
Ghana	Ghana Homeless People's Federation	2003	12,000	People's Dialogue on Human Settlements
India	National Slum Dwellers Federation and *Mahila Milan*	1974 , 1986	2 million plus	SPARC (1984) Community-Led Infrastructure Finance Facility (CLIFF)
Kenya	*Muungano wa Wanvijiji*	2000	+/- 25,000	Pamoja Trust (2000) *Akiba Mashinani* Trust
Malawi	Malawi Homeless People's Federation	2003	20,000	CCODE – Centre for Community Organization and Development Mchenga Urban Poor Fund

Namibia	Shack Dwellers Federation of Namibia	1992	15,000	Namibian Housing Action Group (1997) Twahangana Fund (for land, services and income generation) with state funds for housing (Build Together Program)
Nepal	Nepal Mahila Ekta Samaj and Nepal Mahila Ekata Samaj (women's federation of savings groups)	1998	3,147	LUMANTI Nepal Urban Poor Fund
Philippines	Philippines Homeless People's Federation	1994	50,000	Vincentian Missionaries Social Development Foundation Inc (VMSDFI) Urban Poor Development Fund
South Africa	South African Federation of the Urban Poor	1991	+/- 100,000	Community Organization Resource Centre The *uTshani* Fund (for housing), *Inqolobane* (The Granary) funds for employment/micro enterprise
Sri Lanka	Women's Development Bank	1998	31,000	JANARULAKA Women's Development Bank Federation
Tanzania	Tanzania Federation of the Urban Poor	2004	1,700	Centre for Community Initiatives (CCI)
Thailand	Many regional and city-based federations	1990	5 million	CODI – fund set up by the government of Thailand to support the savings groups and their networks
Uganda	National Slum Dwellers Federation of Uganda	2002	3,000	Actogether
Zambia	Zambia Homeless People's Federation	2002	14,000	People's Process on Housing and Poverty, Saliswano (Urban Poor Development Fund)
Zimbabwe	The Zimbabwe Homeless People's Federation	1993	+/- 45,000[8]	Dialogue on Shelter *Gungano* Fund

8. Not surprisingly, activities in Zimbabwe have slowed considerably in the present climate of hostility to the urban poor from national government, although the Federation still has partnerships with some local governments.

At first sight, it might seem completely inappropriate for official bilateral aid agencies to think of supporting these federations. Isn't this bypassing the need to improve government? But the experience of the last 20 years shows that actually, supporting these federations also builds the competence, capacity and accountability of local governments, especially to their lowest-income groups. Wouldn't it be impossible to get accountability for the funding provided? Again, the experience over the last 20 years shows that it is possible to get far more accountability from these federations than from governments. Most of the federations have set up their own 'urban poor funds' in which part of their members' savings are kept and where external funding can be managed; these funds are managed by professionals (almost all the federations have a small local NGO that works closely with them). **Actually, these federations provide external donor agencies with the possibilities of far more effective and cost-effective poverty reduction (and much improved basic service provision) – supporting what are largely women-directed grassroots organizations that want to work with (and can work with) local governments**. And there is a 20-year history of innovation and success (some of it at a very large scale) to show what is possible.

The foundation of these national federations is dozens, hundreds or thousands of savings groups, mostly formed and managed by women. Women are particularly attracted to these savings groups because they provide crisis credit quickly and easily. Money accumulated in federation savings accounts can help fund housing improvements or income generation initiatives. Savings groups not only manage savings and credit efficiently; this collective

management of money and the trust it builds within each group increases the capacity to work together on housing and other initiatives. These savings groups are therefore the building blocks of what begins as a local process and can develop into city-wide and national federations.

Within each of the federations, each household's savings has intrinsic importance, but also has a more important role as the 'glue' that underpins the savings groups' collective organization, action, and negotiation. In most urban contexts, what the poor can save, even over long periods, is never sufficient to allow them to afford market prices for formally constructed homes and services. This is why the savings are combined with savings' groups acting to build or improve their own homes and provide basic services at much lower unit costs. Where they are not upgrading their existing homes, they negotiate to get land on which they can build housing and negotiate to get infrastructure and services too.

In addition to the 16 federations listed in Table 1, there are savings groups with the potential to form federations in many other countries. In 12 countries, federations have set up their own urban poor funds to help members acquire land, build homes, and develop livelihoods. These funds are also where members' savings are deposited and where external funding from governments and international agencies is managed. These funds allow external support to be used and managed by the federations, rather than having to conform to externally imposed conditions that are often inappropriate. They also provide accountability and transparency for funders. Often, a contribution to the federation fund from a city government signals a change in government attitude and the beginning of a partnership.

My own Institute set up a fund to support the work of these federations direct – working with a small umbrella organization that the federations set up to help them work together – Slum/Shack Dwellers International (SDI). This has been operating since 2001 and around 4 million Euros worth of funding has passed through it.

Between 2002 and 2006, this fund provided support for:

- Savings groups in Cambodia, Colombia, India, Kenya, Malawi, Nepal, Philippines, South Africa and Zimbabwe to obtain land for shelter development (in most of these nations, several such initiatives were supported).
- Slum/squatter upgrading and successful negotiations for land tenure in Cambodia, India and Brazil.
- Bridge financing for federation initiatives in India, Philippines and South Africa (where government support is promised but slow to be made available).
- Improved provision for water and sanitation in Cambodia, Sri Lanka, Uganda and Zimbabwe (usually accompanied by improved land tenure).
- Settlement enumerations in Brazil, Ghana, Namibia, Sri Lanka, South Africa and Zambia, (providing the information base for upgrading and for new land tenure initiatives).
- Exchange visits by established federations to urban poor groups in Angola, East Timor, Mongolia, Tanzania and Zambia (so grassroots groups in these nations could learn about how the established federations worked.
- Community-managed shelter reconstruction after the tsunami in India and Sri Lanka.
- Federation partnerships with local governments in shelter initiatives in India, Malawi, South Africa and Zimbabwe.

External donors who accept the validity of supporting these urban poor grassroots organizations and federations can support them either through direct support to particular national federations or through Slum/Shack Dwellers International (SDI) – or through this International Urban Poor Fund that is jointly managed by SDI and my Institute.

HEALTH IN URBAN SETTINGS

• *Wolfhard Hammer, GTZ, Germany*

Urbanisation gives rise to specific health problems worldwide. Although cities in Africa have not yet reached the size of Latin American and Asian megacities, they are growing faster in Africa than anywhere else. Despite everything, it is still possible to achieve good results with the development cooperation activities implemented there. However, it is interesting to take a closer look at the problems and obstacles encountered, as well as the approaches and opportunities making it possible to improve the health of urban dwellers in Africa.

The first obstacle preventing development cooperation in the healthcare sector from meeting the needs of urban dwellers is the existence of a certain attitude – sometimes unconscious – among public health doctors. An entire generation of doctors has been influenced by concepts and sometimes ideologies focusing primarily on rural areas: we think about barefoot doctors, 'Ujamaa' (African socialism in Tanzania) and village health workers. We cannot develop approaches tailored to urban health requirements without leaving behind this focus on rural areas. Another obstacle is doctors' tendency to underestimate the importance of intersectoral approaches. Indeed, with the exception of a few basic health services that were particularly effective given their low cost, the most efficient ways to make people healthier involve improvements to drinking water, food, housing, traffic management, landfill sites and the environment as a whole.

Anyone designing and planning a healthcare programme in an African city quickly discovers that there is a broad consensus and a great deal of general knowledge on problems and their solutions. Experts confirm this statement: Where health is concerned, African cities combine the problems of both the developed and developing world. Malnutrition, infectious diseases and violence are found there, as are diseases more commonly associated with richer countries, such as diabetes and hypertension. In addition to improving health services, experts recommend approaches such as the 'Healthy City' approach or, on a smaller scale, efforts to change specific settings (the 'Healthy Settings' concept). However, when we look for more detailed information on one particular city, we often find that even the basic information is missing: What health services are there, how good are they, how are they used? What is the actual availability of water, and what is its quality like? What dangers are posed by more or less organised landfill sites, traffic and so on? A perfect illustration of this is the city of Kinshasa's five-year plan. It lacks solid demographic information, figures on the economic situation, purchasing power, and so forth. Health problems are dealt with in a very general way. Public health seems to be managed with a certain degree of common sense and some information from health professionals is available, but there is very little detailed information. Although Kinshasa may be an extreme example, it would be very rare for an African city to be able to give a relatively complete and detailed overview of its network of health services (formal and informal) and the positive and negative factors influencing health. In the absence of such information, there is a real risk that any healthcare initiative in a city will fail to tackle the problems.

Now let us suppose that we have the necessary information, perhaps with the help of an international development cooperation agency. There remains the problem of the powerlessness of stakeholders in African cities. There can be no comparison between the city of Hamburg[9], for instance, which has an annual budget of over €8 billion for less than two million inhabitants, the city of Warsaw[10], which has a slightly smaller population and a budget of approximately €1.3 billion and the city of Kinshasa[11], which probably has seven million inhabitants and does not even have a budget of €100 million. How can we design a realistic urban development plan that can improve city-dwellers' health?

In the face of such problems, the role of international development cooperation seems very limited – or at least, if efforts remain scattered across a wide range of projects. It will certainly always be worth the while to focus on specific approaches or a problem seen as being a priority issue – for instance, young people's sexual and reproductive health – but how can this make a real contribution to making the city healthier? Would it not be better to design more ambitious, multisectoral, multi-donor projects and to combine strength and resources to make African cities capable of improving their citizens' lot?

9. http://www.hamburgische-buergerschaft.de
10. http://www.e-warsaw.pl/ratusz/budzet.htm
11. République démocratique du Congo: Programme du gouvernement provincial de Kinshasa 2007-2011: http://www.kinshasa.cd/index.php?option=com_docman&task=doc_view&gid=1

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EXPERIENCES IN HEALTHCARE IN URBAN SETTINGS[12]

• *Frank Haegeman, BTC Laos (rapporteur)*

Belgium has a long tradition of supporting healthcare in its partner countries, including in urban settings. An analysis of ongoing support activities revealed two important questions:

- Are health problems and healthcare fundamentally different in rural and urban areas, or are they rather the expression of the same underlying human condition in different circumstances?
- Should health strategies and healthcare organisation be different in urban settings?

In answer to the first question, we found that in recent decades, the profile of health problems changed along with the urbanisation process: nutrition problems shifted from malnutrition to obesity, infectious diseases tended to be replaced by lifestyle diseases (such as hypertension and diabetes) and there are different types of accidents. However this so-called 'epidemiological transition' is far from homogeneous, and in poor urban slums, health indicators can be worse than in remote rural areas.

Qualitatively speaking, healthcare remains universal and unchanged: all people need essential preventive and curative care (including assistance with obstetric emergencies, childhood vaccination, and so on). In that sense, urban healthcare is not fundamentally different from rural healthcare. Healthcare must meet basic health needs and possess certain quality characteristics (such as fairness, effectiveness, efficiency, patient-centeredness, accessibility and safety). Health needs in rural and urban settings differ in a quantitative way (e.g. more road traffic accidents in urban environments), or from a demand point of view (e.g. generally more demand for family planning and maternity services among urban populations than rural populations).

In many (rapidly) (developing) countries, basic public healthcare in urban settings is usually neglected and left to chaos and/or the commercialised private sector. This often leads to competition between levels of care, cost escalation and overall lower quality of care. When there is an important private sector player, governments are more frequently required to play a regulatory role in healthcare organisation, instead of focusing on delivering health services like in most rural settings.

When considering possible strategies for healthcare in urban settings, the structural model of 'Operational Health Districts' or 'Local Health Systems', based on first-line family care and second-line hospital care after referral, is thought to remain valid, even in (partially) privatised care settings. Urban dwellers have the right to receive personalised, close-to-home family care with a corresponding referral level for general hospital care.
However, this model will require administrative and technical adaptations to take account of different epidemiological conditions, the availability of more human resources, the presence of private clinics and pharmacies, and the differences in demand for healthcare.

Health determinants are complex and are not restricted to the health sector alone. Therefore, and more obviously so in urban settings, solving health problems requires a multi-sector approach. Typical urban health determinants include: **personal vulnerability** *(education, employment, poverty)*, **adolescent vulnerability** *(changing family structure, exposure to unsafe sex, drug abuse)*, **cultural vulnerability** *(ethnic-language minority groups)*, **violence** *(domestic, street, traffic, crime)*, **corruption and legal insecurity**, the **physical environment** *(water supply, sanitation, housing, town planning)* and **environmental pollution** *(industry, sewage systems, garbage)*. Such problems cannot be addressed by simply organising health services - they should be tackled with a multi-sector approach, or more precisely, by several sectors acting synergistically.

In conclusion, health service organisation should follow the same general principles of fairness, accessibility and quality of care in urban settings as in rural settings. However, it should also be adapted to the specific epidemiological profile of urban settings and to the specific demands of the urban population, which may be slightly different from those of the rural population. Several sectors should work together to address the complexity of health determinants in a holistic way.

12. This text is a report from the internal seminar held on Monday 17 December 2007, prior to the international seminar. About 30 experts (Technical Assistants and counterparts) from four continents met at Egmont Palace to review eleven BTC interventions in Urban Health. Three BTC projects in Rwanda, Ecuador and Bolivia specifically address the organisation of healthcare in cities, while the other interventions indirectly address the urban issue by supporting health sector reform or control of HIV/AIDS.

EXPERIENCES IN URBAN INFRASTRUCTURE[13]

13. This text is a report from the internal seminar held on Monday 17 December 2007, prior to the international seminar. About 40 experts (Technical Assistants and their local counterparts) from three continents met at Egmont Palace to review nine BTC interventions in the field of Urban Infrastructure. Participants shared experiences from Africa (Algeria, Uganda, Senegal, Morocco and DR Congo) and Asia (Vietnam and Cambodia) and gave presentations covering the topics of integrated urban development, housing upgrading upgrades, water and sanitation, and the environment.

• *Jan van Lint, BTC Vietnam (rapporteur)*

The internal BTC seminar on urban infrastructure tried to reflect upon and answer a number of cross-cutting questions: what is the role of international development agencies and development partners in urban development? How can we relate this to our sectoral approach, since urban development is not really a sector?

The presentations highlighted that the same concepts and ideas have been resurfacing in cities all over the world. Key terms were *community, community development, community participation, decentralisation, strategic planning, integrated development, participation, sustainability, flexibility, best practices, lessons learned*, and so on. But what do we mean by these words? How can we define all of these terms? Do they mean the same to all of us?

At the end of the day, more questions arose, linked both to the theme of the seminar (i.e. urban development) and the instruments and working methods of international development cooperation:

- How do we measure? What indicators could be useful?
- How do we evaluate? How do we use evaluations?
- How and when do we learn lessons? How do we share what we have learned?
- How do we scale up? How can we make practice more strategic? How do we put strategy into practice? How do we create a vision?
- How can we merge (apparent) opposites, such as bottom-up and top-down, urban and rural, communities and authorities, practice and vision, software and hardware, simplicity and complexity, and so on?
- What is the relationship between participation, partnerships and governance? What are the definitions? What is real community participation (as opposed to mere consultation)? How do we build more capacity and understanding and scale up?
- Are the existing tools adapted to a development context? Should we build in more flexibility at the start of our interventions? How can we combine strategic thinking with the fixed budget and duration of an intervention? Can the tools do the thinking?

The round table on basic infrastructure discussed possible solutions, but mostly allowed us to reflect and ask questions. However, we all agreed that cities need a long-term strategic vision in the field of urban development, though there is also a need for short-term initiatives that can take effect immediately and contribute, little by little, to attaining that vision.

URBAN POVERTY

- *Francis Lelo, BTC Democratic Republic of Congo (discussant)*

I have listened to both presentations with great interest. In the first presentation, we learned about the possibilities of direct intervention for the beneficiaries, whereas in the second presentation we looked at public health experiences in Kinshasa. Coming from Congo, and having worked on the topic of urban poverty in Kinshasa, I believe this is not enough.

The first intervention about the actions of slum federations gave the impression that everything went smoothly. Indeed, the end goal is for money to reach the beneficiaries directly. In reality, however, money does not always end up with the urban poor and gets diverted very easily. Mr. Satterthwaite explained the situation of impunity in African countries: justice systems are not working properly and the police force does not exist. Can we give the money directly to the beneficiaries in fragile countries like the African countries, where people are not able to meet their daily needs? Will this work as smoothly as presented? I am reluctant to believe this is possible.

Secondly, as far as I am concerned, the second presentation did not sufficiently stress the importance of *prevention*. Again we are tied up in the constant struggle 'to meet the daily needs of the beneficiaries', coming out of our bottom-up approach. This is an important responsibility, but do we not focus too much on curative care, and too little on preventive measures? Should we not invest more in raising awareness and educating people about their health situation? We have to reflect critically on our approaches and avoid being caught in the same 'traps'.

DIFFERENT ENVIRONMENT, DIFFERENT APPROACH?

• *Paul Bossyns, BTC, Belgium (discussant)*

The content of this presentation, although delivered by a medical doctor, is relevant and applicable to other sectors, such as planning, architecture and engineering. After the internal BTC seminar and the presentations given by the panellists, four important statements can be made:

- During the internal seminar, we acknowledged the complex and difficult nature of the city environment, in which BTC has little evidence-based experience. Where are the strategies and concepts; where is the model? Although few projects intervene specifically in urban environments, BTC ascertained some 'unrecognised' urban interventions, such as 'police' projects, forensic medicine projects, and so on.
- It is irrefutable that there is a need for a multisectoral approach, meaning that each sector should have its own responsibilities and cooperate with other sectors. From the point of view of one specific sector, however, there are limits to this approach. For instance, in the healthcare sector, it is not up to medical doctors to prevent road traffic accidents or prevent buildings from collapsing due to construction faults. Responsibility for health issues is embedded in all sectors, in all of our actions. Trying to 'do everything' could distract a specific sector from its main duties and responsibilities, so in this sense, the multisectoral approach might become counterproductive.
- Towns are different. In urban settings, there is a different epidemiology: more violence, more unwanted pregnancies, street children, and so on. Others factors, such as political involvement, corruption and the strong presence of the private sector, are also specific to cities. Consequently, the main question is as follows: how should our approach be modified to respond to specific urban health requirements and problems? Which principles of health service delivery should we maintain, even in such a different environment? For example, at the moment, given the (high) number of healthcare staff in cities, first-line health services have grown from small units into huge centres where "every healthcare worker takes on one square centimetre of the patient". The patient-centred approach is thus being replaced by a 'supermarket' approach. Is this shift in the interests of the patient or the healthcare staff? The same applies to second-line care: instead of cheaper 'district' hospitals, cities invest in huge, expensive hospitals (500 beds and more) with highly specialised staff. Again, the healthcare service was adjusted to the interests of healthcare staff and not to the interests of patients. We need to remind ourselves of how we define quality in healthcare.
- Private healthcare provision, accounting for over 50% of the healthcare sector, should be regulated. Private healthcare providers vary widely as regards level of qualification and quality of care: some are dangerous and unqualified, but some are dangerous and qualified, e.g. patient robbers, doctors who steal government equipment to operate on patients under sub-standard conditions, and so on. Of course, there are also some good private healthcare providers. However, regulating the system poses serious problems. First of all, private healthcare providers who do more harm than good should be closed down, but I have never known this to happen. Secondly, if governments are unable to offer high-quality *public* services, how can they regulate the private sector properly? Lastly, there is an obvious conflict of interest: why would private providers become pro-poor if we could regulate them? A crucial question therefore remains open: given the current conditions of most poor countries, many of which are failing states, should we prioritise regulating the private sector or concentrate on organising better public services in the first place?

Finally, some questions for discussion:

- Are the existing tools appropriate for an international development context? The answer is no.
- Should we integrate more flexibility from the start of our interventions? Yes, of course. The real question is why Belgian Development Cooperation is not taking any measures in this respect as regards urban or rural development. Development demands a long-term perspective, a lot of flexibility and a continuous search for incremental change and improvements.
- How can we combine strategic thinking with the fixed budget and fixed duration of an intervention? The answer is that we cannot, and again, this is not the real question. The real question is why development agencies do not create appropriate conditions that allow better strategic thinking in development aid orientation.

DISCUSSION SESSION 3

Selection of questions and answers[14]

Why do we portray cities as a problem? Shouldn't we be more optimistic?

- The concentration of people and production in cities can be (financially) beneficial because of economies of scale for production and economies of proximity and agglomeration for most infrastructure and services. But if people and production are concentrated in cities without good governments and infrastructure, they become very unhealthy places to live and work. (David Satterthwaite, IIED)

Should we concentrate our efforts on rural development in order to stop the rural exodus?

- I am tired of hearing *'Let's keep them in the villages'* - we have been hearing that for the last 30 years. There is a very strong statistical relation between urbanisation and economic growth. Every nation that has rapid economic growth has urbanised rapidly and has moved to a concentration of employment in cities. There is no exception. (David Satterthwaite, IIED)
- A critical test to measure poverty is, for example, infant mortality rates: these are often higher in poor urban areas than in similarly poor rural areas. All the doctors may be in Kinshasa, but they are not serving all of the population. (David Satterthwaite, IIED)
- In DR Congo, Belgian colonisers did not want fast urbanisation, so they set up a fund for 'keeping people in rural areas' (the *'Fonds du bien-être indigène'*, which financed investments in social infrastructure, but only in rural areas). Of course, that policy failed. It is ahistorical to want to keep people in rural areas. (Wolfhard Hammer, GTZ)
- The connection between economic development and urban growth is also closely linked to democracy and a functional police and justice system. These are prerequisites, without which urbanisation can become a disaster. (Francis Lelo, DRCongo)

What, if anything, is the role of international health NGOs in building up long-term, well-embedded primary health care systems in developing countries?

- There is no contradiction between bilateral cooperation and the NGO approach, provided they are both part of the country's sectoral approach. International health NGOs have projects that assist development, such as those in DR Congo. They begin by providing relief, then they implement health districts. (Wolfhard Hammer, GTZ)
- The approaches involved in relief aid are fundamentally different from those used in development aid. If you specialise in one, there is a danger that you will make mistakes with the other. (Paul Bossyns, BTC)
- Some of the agencies working in post-disaster contexts have learned that you get 20 times more impact if you listen to and work with displaced populations. You allow them to decide where they relocate to, how they build, how they organise the settlements and how they design their homes, obviously providing technical advice. These agencies are clearly there to provide long-term solutions. (David Satterthwaite, IIED)
- Disaster relief agencies, whose role will increase due to the consequences of climate change, need to get into long-term development building as part of coping with increased frequency and intensity of storms and floods. Climate change reinforces the need for a strong local development agenda; it does not change it. (David Satterthwaite, IIED)

14. The discussions are transcribed based on the audio recordings of the session in question, and reflect what was said as closely as possible.

Stronger, more competent, more accountable local governments are important for the poor, and few of us would disagree with that. On the one hand, community development is very often labelled as 'unsustainable', and on the other hand, supporting local governments is not always accepted either. How can we, as donors, reconcile those two important factors, rather than to continuing to set them against one another through our mechanisms?

- The best way to build local governance is to support strong, competent, representative organisations of the poor. Where is the best local government I have worked with? Porto Alegre in Brazil, where virtually every low-income household has water, sanitation, drainage, a good healthcare system and good solid waste collection. What produced Porto Alegre's example? The combination of a stronger, more competent, democratic state; a pro-poor political party (with a commitment to participatory democracy) coming to power and well-organised low-income groups and strong social movements. That is what builds good governance at city and local level. (David Satterthwaite, IIED)
- More effective local governments are as important to the poor as community-based organisations. All the slum-dweller federations with which I work are looking for partnerships with local governments. It is local governments that make decisions on education, healthcare, water sanitation and legality. (David Satterthwaite, IIED)
- Local governments are one of the key elements of local development. They complement central government, rather than contradict it. The decentralisation process in Africa is, to a large extent, donor-induced, i.e. aiming to tackle corruption in central governments. In some countries, however, the decentralisation process came too quickly, so local governments are sometimes as corrupt and dysfunctional as the central government. The solution we assumed would eradicate corruption is actually leading to its institutionalisation elsewhere. (Paul Bossyns, BTC)
- What is the best response to the need for climate change adaptation? Good local governments committed to poverty reduction, decent budgets for infrastructure, good relations between community organisations and local governments – these factors are at the very core of good development. (David Satterthwaite, IIED)

How can we bring together the role of the state, alignment with local development plans, capacity development and the evolution of mentalities in development cooperation to work on institution building?

- In the past, the state was considered to be an obstacle. Today, we take the opposite view and believe that money will automatically trickle down from central government to local government. This does not happen 'automatically': money is sticky stuff, and you need to push very hard to ensure that it moves out from the centre. (Paul Bossyns, BTC)
- Money will not solve everything and it is not enough to build local capacity and implement technical solutions. We need to strike a balance between the different aspects of reality and we cannot put all our eggs into one basket. (Paul Bossyns, BTC)
- What is the mandate of development aid and development agencies? There is the important position of witnessing and contributing to political dialogue, and we can help to adjust certain solutions that are not necessarily optimal. (Paul Bossyns, BTC)

Are slum federations and the process of change political?

- Everything is political. There is one spectacular example where a politician put in a water pipeline and water system just before the election. After he lost the election, he physically removed the water system. (David Satterthwaite, IIED)
- The federations formed by slum and shack dwellers (now active in over 15 countries) are political, but with a small 'p'. They avoid aligning themselves to any political party and offer partnerships to whatever government is in power. This may be a disadvantage in the short term, but in the long run, it protects the

federations from political co-option. To bring about change, they need to negotiate with whoever is in power. (David Satterthwaite, IIED)

- In Latin America, we saw very well-organised community groups playing a crucial role in bringing about democracy and pushing for elected mayors. When that happened, all their innovation, drive and solidarity disappeared into different political parties because they thought that they would get services through the existing political system. That did not happen, so the federations in Africa and Asia learned from their mistake and do not align with *'Politics'* with a capital P. They are very political (with a small p) instead. (David Satterthwaite, IIED)

Some of the actions described (by David Satterthwaite) appear to be small-scale, specific actions. What about scaling up? How can we have an impact on the whole slum?

- The slum federations are going to scale, but they need the support of local and national governments, donors, regional institutions, and so on. In Thailand, for example, a national organisation was set up in 2003 to support community initiatives (Community Organisations Development Institute, CODI). It is estimated that the federations have built or improved around 750,000 houses over the last few years. (David Satterthwaite, IIED)
- Nothing can be scaled up in isolation. If you triple the money supporting local dynamics, you will kill local dynamics. But if you can show the local politician that there is local capacity and that he can be a catalyst in supporting that, we can find a certain balance. (Paul Bossyns, BTC)

Do donors have enough knowledge about their countries of activity to implement projects and interventions successfully

- Donors do not need more knowledge - they need to understand local contexts and draw on the knowledge of local community leaders, women's groups, doctors, architects, social workers and other similar actors. Too much attention has been given to providing national statistics on development through sample surveys and not enough has been given to developing the local information base to serve and support local action. There is not much point in knowing precisely what proportion of homes lack adequate water and sanitation provision in a country if you do not know which homes and neighbourhoods actually lack such provision. We are constructing knowledge systems that serve international agencies rather than local action. (David Satterthwaite, IIED)
- At the end of the day, almost all development is local because it has to produce tangible changes in particular locations – piped water systems that work, healthcare provision that is affordable and accessible, homes whose inhabitants are not threatened with eviction. The Paris Declaration does nothing to support local capacity for action or knowledge. The idea of getting donors to harmonise their programmes is good in theory, but it is also encouraging international agencies to move away from local knowledge and engagement. The root of 45 years of incompetence in international aid is the inability of our funding system to support those who have local knowledge and capacity in reducing poverty (including the organisations formed by poorer groups). (David Satterthwaite, IIED)
- Information can even become an obstacle when too much focus is on organising the information rather than acting. Communities have information themselves and this enables them to act and make decisions, providing they find the means to act. (Paul Bossyns, BTC)

Session 4

Urban Governance
The role of actors

BTC
CTB
EMPOWERING
DEVELOPMENT

URBAN GOVERNANCE - SETTING THE SCENE

• *Rolf Dauskardt, Institute for Housing and Urban Development Studies (IHS), The Netherlands*

Context

- Cities have become more complex as they have grown in size and diversity
- City economies are more complex and are integrating into the international economy
- Cities must compete (inter)nationally for investment and people
- Challenges of urban poverty in southern cities remain
- Local governments in southern cities have lacked the resources (innovation, human, financial) to cope with the challenges (economic opportunism, poverty alleviation) they face. Corruption has made the situation worse.
- 'Conventional' approaches by local governments to lead and service such complex cities with limited resources are not adequate – *"Rotterdam and its economy have become too complex for the city government to manage on its own..."* Mayor of Rotterdam, 2002

Urban Governance Approach

Urban governance focuses on the mobilization (mostly by local government) of multiple stakeholders to address the challenges and opportunities of cities. Urban governance adds a top 'multi-partner' layer to what is required to manage cities effectively.

- **Decentralization** and a national policy environment that supports cities (and their autonomy). Decentralization of functions, responsibilities, powers, resources to the periphery following the principle of subsidiarity but also retention of strategic decision-making capacity at the center, where the center can be a local, provincial or regional authority (multi-level governance in addition to multi-partner).
- **Local democratic systems** that allow political leaders to be appointed (and changed) to local governments by urban citizens to represent their needs and interests. The essence here is not just overhauling representative mechanisms (e.g. by introducing the direct election of mayors) but how to reconcile these with participatory ones. And, as a result, how to manage the complex network of democratic decision-making processes. Within this context, also transparency and accountability are keywords.
- **Good management** by local governments including effective planning, financing and operations (public administration, new public management).
- **Partner mobilization** involving local governments working closely and constantly with the private sector and civil society to manage the city.

Ideally, all four layers should function well for cities to be managed effectively.

Partners in Urban Governance

- **Public Sector** (especially local governments, but also national/regional, state-owned utilities)
- **Private Sector** (business, formal and informal, large and small; common element is profit orientation; sometimes partially organized in Chambers)
- **Civil Society** (NGOs, religious bodies, cultural groups, community based organizations, special interest groups, urban poor, ...)

A key issue is whether, and how, these partners are organized in a city. Do they already have representative organizations, and are these strong and accountable? Are organizations at neighborhood level, city level, or even part of (inter)national support and lobby networks? What is their capacity to function and partner effectively?

Business is often fragmented (individualistic) and balance cooperation (through e.g. business Chambers) with competition. Chambers often represent larger, formal firms, while small informal businesses may be less rep-

resented. Multinational businesses in cities operate at a different (global) level and can have tremendous local leverage.

Often those most in need of help, e.g. urban poor, are quite marginalized and do not have an effective voice.

The misconception here is that the involvement of all potential stakeholders is a panacea, whereas in reality it makes the art of governing more complex and often more problematic.

Levels of Governance Support

The strong focus on local government working in partnership with the private sector and civil society has been relatively new to many local governments in the South (although it is often not unprecedented). There have been numerous support activities under the title 'urban governance'. These can be roughly categorized as:

- **(Inter)National level** – decentralization (especially fiscal), policy, local government lobby and associations, capacity
- **City Level** – organizational, processes, visioning, consultative processes, charters, CDS, capacity
- **Sector Level** – structured involvement of private sector (and communities / civil society) in key services, formal negotiated VfM PPPs, pro-poor 'add-ons' to commercial PPPs, capacity
- **Neighborhood Level** – involvement of communities (plus business and civil society) in decisions, services and improvements of specific areas, area-based management approaches, capacity strengthening.

It is noticeable that the need to build capacity runs through all levels.

Some Challenges to (Good) Urban Governance in the South:

- **National Framework and Fiscal Decentralization** – a legal basis for governance (involving partners) is needed to guide local governments. If fiscal decentralization is weak, local governments de facto have limited control
- **Political Self-Confidence** – working with partners can threaten local governments and local elected leaders, it requires political maturity and self-confidence to open access to power and to involve other partners
- **Responsibility and Control** – local governments experience a tension between retaining their responsibility, but diluting the direct control of how their responsibility is addressed
- **Partnerships Cannot Fix Everything / No Panacea** – involving partners is complex and time consuming. Focusing on partnerships should not be instead of good basic management and local democratic practices by a local government. Endemic corruption undermines partnerships (everything)
- **Formal PPPs Must be Well-Structured** – without output specification, risk allocation and use of competition PPPs do not deliver value for money. These are new skills / approaches for many local governments
- **Culture, Values, Language and Timing** – partners do not understand each others motives, trust is low, there can be great difficulties in understanding each other. Once established, partnerships can be difficult to maintain
- **Pro-Poor Additionality** – voice of urban poor can be heard, poor can benefit from better services, opportunities can be created in local services, pro-poor elements can be added onto 'commercial partnerships', a better run city over the long term should benefit all
- **Capacity of All Partners Count / Level Playing Field** – one cannot assume that all partners have the organizational and technical capacity to become effective partners in managing the city. This is often so also for the private sector. Strong partners can hijack processes
- **Partnerships Need Strong Local Governments** – weak local governments cannot play a formative role, ensure public (poor) interests are upheld, balance interests nor structure PPPs

THE PERSPECTIVE ON THE ROLE OF DEVELOPMENT PARTNERS IN LOCAL GOVERNANCE

• Raphaël Magyezi, Ugandan Local Governments Association, Uganda

First of all, the concept of 'development partners' is more accurate than the word 'donor', since development cooperation means working in a relationship of partnership, not in a 'donor-recipient' relationship. Uganda has a 'decentralisation donor sub-group', a group of development partners who support decentralisation. This sub-group meets on a monthly basis. Two questions are central to this presentation: what is the role of these development partners in local governance, and how do we, as local government practitioners, see our interface with our development partners?

In Uganda, the local governance system is highly decentralised. Uganda has a population of about 28 million and this is increasing annually at a rate of 3.5%. Uganda became independent from Great Britain in 1962, and between 1971 and 1986, the country suffered a series of military coups. In 1995, a new Constitution was adopted. Between 1986 and 2005, we had a 'movement (no-party) system'. In 2005, Uganda returned to being a 'multiparty democracy', which is still young. The fundamental difference between the two systems was that during the 'movement system', people stood on their own individual merit. Under the multiparty system, people are supported by their party, which will hopefully lead to more democracy.

How is the local government system structured? First of all, it is important to note that local governance goes beyond local government - it involves all other actors, including civil society. The decentralisation process started in 1993; in 1995 a full chapter on decentralisation was included in the Constitution, describing the local government system in detail. In 1997, the Local Governments Act - which was amended over time to reflect changing situations - came into force. Bearing in mind the dictatorships of the past, the main goal of decentralisation is to increase the involvement of the population in determining their own affairs. The legislation thus strives for leaders who can be elected and removed by the population, and for those leaders to be more accountable. Thirdly, the law on local governance reflects the principle of 'subsidiarity', and therefore includes affirmative action in favour of women, youth and persons with disabilities. The system is structured in five tiers as follows: it runs from village level up to district level.

The councils have political, legislative, planning, budgeting and executive powers. There are Statutory Boards and Commissions responsible for procurement, appointment and discipline of staff. The key aspects of decentralisation are of a political and administrative nature, i.e. fiscal decentralisation, service delivery, governance and local economic development. Once a year, all the stakeholders come together to review progress and set objectives during the Joint Annual Review of Decentralisation (JARD).

However, local governance in Uganda faces some serious challenges, the most significant of which is inadequate funding, as responsibilities have been devolved to local governments without the necessary resources. This creates a situation of tension between local and central governments, a situation where central government is always saying: *"no, we have given you the mandates, go and collect your own taxes."* Local taxes are highly inelastic, highly politicised and a real challenge. As for the other stakeholders, civil society is often weak, and civic education inadequate. Finally, the private sector and NGOs play an important part in the decision-making process, but are often poorly managed.

Who are the actors in local governance and what are their responsibilities? The first actor is central government, which is responsible for setting national standards/policies and guiding local authorities in their service delivery. The second actor is the local authorities, including local government associations. The latter are critical actors in local governance, and lobby for support for local governments and their associations. Civil society (including NGOs and CBOs) is an actor, and finally, the key actor is the community. Research institutions and development partners also play a critical role.

What is the role of our development partners? The primary role of our development partners is *development financing*, either under budget support or project financing. When choosing between the two, the follow-

ing factors should be taken in consideration: the amount of funding and the domestic policy but also the country's financial policy, coordination with other development partners (basket funds) and the objectives of the support.

Secondly, the role of the development partner is to offer *technical assistance*. This assistance could be project-based, process-based (such as accountability) or sector-based (water, health, etc.). The role of the *Technical Assistant (TA)* is to give technical guidance, facilitate a dialogue among the actors, point out the international perspectives on service delivery and ensure that the partners know the development partner's policy. But most importantly, the TA should be an 'enabler' for local capacities, meaning that the project can be sustained and local capacities are triggered/exercised to the full. TAs should also have certain capabilities: they should be technically competent, have experience in international programmes, be good policy analysts and have the necessary inter-personal skills for advocacy, negotiation, and respectability. **What are the critical challenges/pitfalls for TAs?** There is a tendency to 'control', to command fear or to have a 'know-it-all' attitude, making TAs omnipotent, omniscient and omnipresent.

Thirdly, another of the development partner's tasks is to support *institution-building and research and policy development* and to assist in building systems in the country (financial, human resources, procurement etc.). In short, the development partner's role is to assist, support, ensure and facilitate, but not to implement.

What are the critical factors determining the success of development partner-aided projects? Among others, the amount of institutionalisation of the support program, and whether a good, participatory project design is ensured from the beginning.

Finally, what are some recommendations for successful future interventions? *"You have to work within the environment and play a catalytic role."* The development partners must act within the environment, which means they should play a catalytic role rather than being directly involved in implementation. Furthermore, it is vital to have patience (e.g. decentralisation is a recent reform), be flexible, have a working ethos that is cooperative rather than competitive, and consider the trade-in for budget support vis-à-vis project approach, depending on the objectives of the project.

ESMERALDAS: A NEW CITY FOR NEW CITIZENS[15]

15. This paper is transcribed from the recordings taped during the presentation on the 19th of December 2007.

• *Ernesto Estupiñan Quintero, Mayor of Esmeraldas, Ecuador*

The city of Esmeraldas is the capital of the province of Esmeraldas in the North-west of Ecuador. Including the surrounding rural areas, Esmeraldas has about 170,000 inhabitants, whereas the city itself has 98,000 inhabitants. We are facing many challenges at different levels. Ecuador is a very centralised country: *"Quito does not care about the situation in other cities".* At the local level, we are trying to tackle our own problems, namely inequality and corruption.

What have we done in Esmeraldas? We took political decisions to try to solve the issues. We have given special attention to local culture based on the realisation that we need to respect the culture of our people. We live along a river close to the sea. Since the concept of 'waste' was almost non-existent in our local culture, we needed to go back to our roots to solve our waste problems, i.e. respecting the natural environment and not using our city as a waste dump.

We developed a **Participatory Local Development Plan (2002-2012)** that brought all the actors together. I realise 'participatory' is a 'trendy' concept and that everybody uses this word nowadays. However, I believe we did an interesting job in Esmeraldas. The first step was to bring the actors around the table to discuss the problems. For this, we did not call upon town planners or experts on cities - instead, we turned to the real 'experts on the city', the citizens themselves. We wanted the **people** to be accountable and to be in charge of the changes.

In order to identify the problems, environmental and urban diagnoses were made, supported by international partners. Again, the population was invited to take part in these studies and we organised meetings on different issues. A list of priorities was made: urban sanitation, water, sewage, and so on. Key action projects were developed for the improvement of urban sanitation, the set-up of institutional units (for planning, environment and culture), the improvement of public space (people need to enjoy the environment they live in) and reforestation. After defining the priorities and devising possible solutions, it was necessary to formalise our work in a pact, a 'contract', to identify responsibilities and commitments. In June 2007, we reached an agreement with all the actors and an **'Urban Pact'** was signed.

Ecuador is a multi-cultural country, and in Esmeraldas, where there is a majority of black people, the re-valuation of traditional Afro-Ecuadorian culture was of crucial importance. Finally, we revisited our urban planning policy in collaboration with the federations of engineers and architects, the forestry department, the private sector, the university, the police force, the army, and plenty of local associations (young people, children, the elderly). We decided to set up an entity to institutionalise this process of 'participation': this **'citizen's assembly'** meets twice a year to evaluate the action projects and monitor the progress made.

Why were we so successful? Because of some key positive elements. The first element was the municipality's willingness to be accountable to its population and fight corruption. The second element was the citizens' desire for change - they are the key actors of change. The third factor is the re-valuation of local culture and affirmation of local identity. *"If a person does not know where he comes from, where he is, and where he is going, he will not be able to defend himself."* This is also why culture plays a major role in determining failure or success. The last two elements are public-private partnerships and the support of international cooperation.

The factors that negatively influenced the process were the high degree of centralisation in Ecuador, the populism and corruption of political parties and their paternalism and political clientelism, and lastly, the weakness of certain provincial institutions.

The input of external cooperation was very positive in the sense that it integrated and supported the local development plan that was already being drawn up. Development cooperation was not there to replace us, but to support us. There needs to be respect for the local culture, and you cannot accept a form of cooperation that 'knows it all and has all the answers'. No: we can find solutions by ourselves, with the support of our partners. As regards the Belgian project in Esmeraldas, I believe that it is *"not the Belgian project for Esmeraldas, it is Esmeraldas' project supported by Belgium".* This way, when the cooperation comes to an end, the process will continue. We use the capacities available in our country, in our city, taking our own particularities into account.

SUPPORTING SUSTAINABLE URBAN DEVELOPMENT: ARE DEVELOPMENT AGENCIES UP TO THE JOB?

• *Jean Bossuyt, European Centre for Development Policy Management (ECDPM), The Netherlands (discussant)*

The challenge for all actors in sustainable urban governance is no longer conducting *projects in an urban setting but urban projects*. This is a huge shift, and we – traditional donors, NGOs, local governments, northern municipalities, partners in the south – therefore need to ask ourselves whether we are up to the job. In this presentation, I will argue that we are not, although some transition and innovation is taking place. So what 'existential' challenges are we facing?

- During this workshop, everyone seems to agree that traditional development cooperation approaches based on a project-logic will not work in very complex settings, like cities. So let's look in the mirror: have we really changed our traditional way of working? Have we allowed enough space to innovate our approaches? Are we ready for change? Progress has been made in the areas of decentralisation and urban governance, but in many other areas, such as civil society development – a key aspect in decentralisation – changes are limited. However, if the objective is to promote sustainable urban governance, traditional approaches will not succeed. They pose major limitations, including the absence of an incentive for change itself. We are therefore facing an existential challenge, not just changes in micromanagement. If our ambition is to tackle urban governance in complex settings in a huge variety of countries, we need to drop traditional approaches.
- A second existential question is whether we are ready to move towards multi-actor partnerships. Again, we all seem to agree that this is the way forward. We are condemned to perceive urban governance as a multi-actor, multi-sector, multi-level process. Yet how much progress have we achieved in this regard? Are we ready for this? Are we ready to make the shift from the prevailing single-actor partnerships (focused on central governments) or fragmented partnerships (whereby various aid instruments are used to target actors, taken separately) to this new approach? This is a challenge for partners both in the North and the South, and some progress is gradually being made towards integrated approaches.
- Thirdly, a statement exemplary of the required paradigm shift: *"it's all about politics"*. How have we integrated the politics of urban governance into the design and implementation of our programmes? Urban governance is highly Political or political (*"It's all about politics, with small p or a capital P"*) - it is no longer technocratic. How do we manage this 'Pandora's box' of politics, competing interests, un-civic civil society, cooptation, clientelism, and similar? How have we integrated politics in our programmes?
- Fourthly, as Mr. Estupiñan clearly said, *"citizens are the principal actors"*. For example, in Mali– a relative success story in decentralisation – many actors argue that further progress in local governance will depend on ensuring a stronger involvement of citizens in demanding services, willingness to pay taxes, and so on. Urban governance is not viable without active citizenship, but how can we connect to citizens? What do we know about citizens, their culture, norms, organisational forms and views on the notion of 'public goods'? Citizens are not a homogenous group; it is not easy for external players to connect with them. If we agree that we will not succeed without their involvement, how can we then better create better links with citizens for the promotion of urban governance?
- Fifthly, we need knowledge, but what kind of knowledge do we need to guide and undertake local action? This in turn presents the huge challenge of connecting to all the local sources of knowledge, which we have not really touched upon in our collective efforts in international cooperation. Africa, for example, has been inundated with foreign 'models' and technical advice from elsewhere. *"What are we really doing to support the emergence, consolidation and effective use of local knowledge sources in all their diversity?"* This presents a major institutional challenge for all of us. We cannot attain effective results in complex settings without using local knowledge in all its diversity. *"If we continue to rely on external expertise and models – which do have their role, albeit a very different one in this paradigm – we will not be effective."*
- My last point concerns the role of development agencies. As both Mr. Magyezi and Mr. Estupiñan said, *"we do not want you to implement projects… you are not the main protagonists but the strategic*

partners and supporters of our projects and processes". Another black box. With this in mind, what has been done to change the 'software' of cooperation systems, the fundamental shift in role, the forms of partnership and the TA approaches? The 'Alpha-Omega' approach referred to by Raphael Magyezi is still prevalent in many development cooperation systems. How flexible is our cooperation when it comes to supporting locally-driven urban governance processes? If we take the example of the European Commission, many officials in the field tend to argue that the aid system is now less flexible than before.

In conclusion, it is a positive development that the voice from the field is growing stronger, and that development agencies are paying more attention to them. But much must be done to change systems in such a way that we can effectively support urban governance processes.

DISCUSSION SESSION 4

Selection of questions and answers[16]

In villages, children used to have a certain framework and a clearly-defined upbringing. In cities, social structures are disrupted and young people and adults turn to violence. Can we not avoid a lot of the problems by keeping people in villages and bringing modernisation there?

- Urbanisation is a fact, it is a reality, and we cannot stop people from flowing into the cities. Sustainable development in cities and the surrounding areas is a crucial factor, as are linked development strategies. Since the war in northern Uganda, for instance, a large percentage of people live in camps that have now become fully-fledged urban settlements. We need to plan these camps so that they evolve into good municipalities. (Raphael Magyezi, ULGA)

When talking about good urban governance, is democracy the way forward? People stage elections, leaders buy the votes, and this is a reflection of our society. How can we elect our local leaders? Do we have a precedent for democracy in Africa?

- The citizen should be at the heart of development cooperation efforts. When you look at the programmes/projects, much emphasis is on the 'hard-core', the infrastructure. Very little attention is given to civic education, awareness-raising and going beyond the rhetoric of the campaigns. We need to move beyond voter education towards more meaningful civic education. (Raphael Magyezi, ULGA)
- In recent elections in Mauritania, many citizens once again supported conservative forces instead of using their vote to bring a new generation of leaders into the game. Local observers coined the concept of *'demande despotique'* to explain this behaviour, which is deeply embedded in traditional and clientelistic systems. If there is no investment in civic education (adapted to the local context, with local facilitators and institutions), local democracy is likely to fail in delivering better governance. (Jean Bossuyt, ECDPM)
- It is not enough to support local development and decentralisation: we also need to tackle the underlying democratic culture and the issues of power and power distribution. (Jean Bossuyt, ECDPM)

In work on urban governance over the years, just how much has been found out about the role and influence of organised crime and 'illegal' actors? If we accept that these people are very important power brokers and agents of change, and that they are some kind of partners (not necessarily 'willing') in the whole partnership structure, how is it possible to co-opt them?

- Urban development must include all the actors in the social fabric. We have included marginalised young people - we speak their language, go to their streets, and try to make a deal with them. Marginalisation and racism can be fought through the process of integration into urban society. (Ernesto Estupiñan, Esmeraldas)
- It is very difficult, but some things can be done. Firstly, you must be aware that they exist and that when you make changes to the system, it is going to threaten their interests. Secondly, you have to involve those groups, even if it is unsavoury. Thirdly, you have to create alternatives for these people, and lastly, you have to be tough when it is necessary. Governments have to act against criminality. (Rolf Dauskardt, IHS)

In Esmeraldas, you have new hope. But how did you eliminate corruption?

- Many people talk about corruption, but we need action. We have managed to establish a relationship of trust based on transparency and accountability. (Ernesto Estupiñan, Esmeraldas)

16. The discussions are transcribed based on the audio recordings of the session in question, and reflect what was said as closely as possible.

- Corruption invites us to look deeper into the fundamental problems of governance. Let's dig deeper in the governance 'box' and examine the very core of governance: power, interests, resources, and so on. This is a major challenge for all of us, otherwise all our responses will not necessarily be effective. (Jean Bossuyt, ECDPM)

Is the transfer of capacities and competences to local authorities already a reality?

- This is a familiar debate: local governments do not have local capacity, therefore we need to re-centralise, we have decentralised corruption, so we need to cut the budget, and so on. These are the arguments for keeping local governments incapacitated and under-resourced. (Raphael Magyezi, ULGA)
- We have the problem of 'unfunded mandates': mandates that are decentralised without the necessary resources. For example, 80% of responsibility for public services is devolved in Uganda: primary health care, education, roads, agriculture, and so on. The role of central government is simply to provide policy and standards, yet it retains 80% of the resources. (Raphael Magyezi, ULGA)
- When we discuss about capacity building, what kind of capacity are we talking about? I work on a daily basis with the people, in the field. Capacity-building is not static: it is a continuous process. (Raphael Magyezi, ULGA)

We know what the problems are. But HOW are we going to address them in terms of funding and cooperation? Within what framework? How much space/willingness is there among funding agencies and donors to allow for innovation when answering this HOW question?

- We can do a lot with smart use of money: if you know where you are going and what your aim is, you can really promote multi-actor partnerships. However, it is still a major struggle to create 'space' for this. In a new thematic instrument, the European Commission has recognised that local development is about non-state actors AND local authorities working together. Ideally, the new tool may help to foster smart partnerships between various players in the pursuit of sustainable local development strategies. (Jean Bossuyt, ECDPM)
- We know that the poor are able to take charge and even show you what they want. When working with the poor, just tap into the power of the women and you will be surprised. Be a catalyst, be an enabler tapping into their energy. (Raphael Magyezi, ULGA)

Let's move a level up - from methodologies and tools back to the AIM. When talking about sustainable urban development (especially when this is framed within the development cooperation paradigm), what is our aim? What agenda are we working towards? I would argue 'transformation': i.e. how the structural roles of different actors and the realities of those we purportedly help, the urban poor, are going to undergo fundamental changes.

- For me, there is only one aim: improving the livelihood of citizens, of the poor, but not doing it for them. In everything we do, we must put the person, the citizen, at the centre. (Raphael Magyezi, ULGA)
- Let's not forget why we are doing things. I would, however, propose linking tools with aims. Ideally, tools are a fundamental asset for achieving aims. If we really want to create more space for local agendas, allowing active mayors and citizens to define local agendas and local actors to make choices on what to do with their development, we will need other tools. If you have the right tools, you can instigate the right type of processes to ensure that aims and political decisions are set by local actors and no longer shaped by the aid supplied by external actors. (Jean Bossuyt, ECDPM)
- Let's examine the idea of putting citizens at the heart of governance processes. It brings us back to the notion of public interest and what that means in different contexts and different countries. How do citizens

really view this? This, in turn, brings us to the notion of accountability. Downward accountability towards citizens is important, and a lot of work must still be done to encourage citizens to demand accountability. (Jean Bossuyt, ECDPM)

- When someone asks Mr. Estupiñan: "How did you do all this?", we see it is not all about money. It is about local decisions, local space and mobilisation of local actors. Money comes later. This is a very interesting reversal of classical development cooperation thinking. (Jean Bossuyt, ECDPM)
- What matters is that we are all citizens of the world and we have to think in terms of solidarity and equality. We need to trust each other to create a more humane world, linked by bonds of solidarity. (Ernesto Estupiñan, Esmeraldas)

When talking about multi-stakeholder partnerships, how do you see the role of the local authorities themselves?

- *Unity and efficiency* are the two central concepts of our local government association. Although decentralised, local governments have a role in maintaining the unity of the country. We need central government donors and other municipalities - we cannot develop in isolation. We need to be efficient and effective. (Raphael Magyezi, ULGA)

Some people say that in Congo, there are three things that work: beer, mobile phones and the church. All three are private sector undertakings. Where does that leave us as development cooperation actors? How can we bring together donors and the private sector in the field of development cooperation?

- I think there is a lot of value in the profit-seeking drive of the private sector. This force is creating economic growth and development throughout the world on an unprecedented scale. Such growth has been driven primarily by the private sector and its profit incentive, from community level (e.g. small-scale waste collectors) all the way up to multinationals. It is quite a challenge for donors to give up control and say, "OK, maybe the private sector has more innovative ways of coming up with development solutions". (Rolf Dauskardt, IHS)
- An excellent example of how you can use donor money to lever the private sector is the EC programme on urban environment improvement, running in 14 cities in the Mekong Delta. Cities with good ideas on how to fix their environmental problems can apply for grants. However, the application must come from a consortium between the local government, the private sector and local community organisations or NGOs. The lure of the grant triggers the formation of a public private partnership. (Rolf Dauskardt, IHS)

What is the role of academia and the training sector, which are, after all, responsible for training different actors? They are a local resource as well, but are often not called upon.

- This is indeed crucial. What we increasingly do in the country itself is work with demand and supply as regards capacity. We work with governments and ministries on articulating what capacity they need and how to use that capacity effectively. We also work on the demand side with local universities and local consultants, helping them provide what the local government needs. (Rolf Dauskardt, IHS)
- Development partners are not paying enough attention to the academia in terms of innovation, research, training and cooperation with local governments. ULGA facilitates internships in local governments to boost exposure to the practical problems of working in the field and working with councillors. (Raphael Magyezi, ULGA)

What is your viewpoint on local tax? A city costs money: there needs to be a 'contract' and there needs to be tax.

- In an ideal world, we pay taxes and the government delivers the services we want either directly or through private parties. Since we have elected a good government, they make wise decisions and their spending on infrastructure and services creates growth. We all benefit, therefore we pay more taxes - and so the system carries on. In reality, however, many parts of that system have broken down in many countries. (Rolf Dauskardt, IHS)
- The problem is that taxes are highly politicised. They are very difficult to collect and central governments want only to retain the easy, direct taxes and leave the indirect taxes to the local governments. (Raphael Magyezi, ULGA)
- Tax is important but change is not about money. Rather, it is about making the political decision to change things. Due to the deterioration of the city, we had lost the culture of tax levying. We needed to establish trust and transparency and we started a joint action to make the 'dirty' city clean. We launched actions, and little by little, a culture of paying taxes was re-established. From 2000-2007, taxes were levied by the city and, for example, garbage collection is now completely funded by the city itself. (Ernesto Estupiñan, Esmeraldas)

In conclusion: when we (whether a government, an NGO, academics, consultants, and so on) work on governance, should we not accept that the world is not perfect and the aim is not always clear? If we can accept this as the context of our work, where do we position ourselves? If we see 'development' as a series of long-term social transformation processes, this should be our starting point for response strategies. If we do not accept this, we will either continue with technocratic approaches or go too fast, failing to allow the necessary time for development strategies to come from below. (Jean Bossuyt, ECDPM)

Conclusions

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SUMMARY, CONCLUSIONS, SUGGESTIONS

• *Han Verschure, Postgraduate Centre Human Settlements, ASRO, KULeuven, Belgium*

The presentations and debates of this conference have confirmed that urbanisation is not only increasing worldwide, but also that it is a very complex process. This is partially because the definitions of urbanisation are varied, but more because urbanisation has so many faces in a great variety of contexts. The conference has shown that urban realities are not only facts and figures – they also provide both opportunities AND challenges.

The **challenges** are manifold and interrelated. *"Urbanisation is not always a blessing."* For example, ever-increasing material and infrastructural needs do not only exhaust many non-renewable resources; they also go hand in hand with growing socio-economic and even cultural vulnerability of local communities. In order to intervene effectively in an urban context, you should ensure the economy is convivial and conserves resources. You should also bridge the dichotomies between urban and rural, formal and informal, public and private, rich and poor. The current process of 'commercialisation' of cities (the so-called "bankable cities" championed by the World Bank) is clearly unable to address these challenges and oppositions sufficiently. Instead, approaches should be strategic and frame short-term actions in a long-term vision of sustainable development, while ensuring participation and cooperation by all stakeholders. This is the essence of planning for sustainable development, not only in the developing world, but in all contexts. It is important to highlight that the principles of sustainable development and normative ideologies are not identical to cultural values. Approaches for sustainable urban development must therefore actively consider frameworks of 'culture' and the specific features of 'context'. This was encapsulated by the Mayor of Esmeraldas, Ernesto Estupiñan, when he said: *"If people do not know where they come from, where they are and where they are going, planning is futile."*

The **opportunities** provided by urbanisation are not to be discarded – they include new dynamics, increased potential in new forms of economies and exchange, new communities and networks, new movements and intercultural exchanges and new creativity. All these can be stimulating factors in achieving sustainable urban development and developing innovative approaches for meeting the long-term needs of all citizens, while giving priority to those who are more vulnerable or subject to exclusion in the rapid urbanisation processes.

We need to find the right balance, as many speakers mentioned during the conference. As Mr. Hammer said, one key issue for development cooperation practice is *"striking the right balance between ambition and realism"*. Keeping this in mind, the following **specific suggestions** can be made for international development cooperation.

- It is essential to recognise facts (for example, the more rapid growth of small and medium-size towns) and existing understanding and act accordingly. Development cooperation should capitalise on experiences by other donors, professionals and various multilateral, bilateral, and NGO programmes, rather than re-inventing approaches. Mutual learning and networking should be taken much more seriously and should entail south-south, north-south and south-north exchanges.
- The contemporary definitions of urban and rural should be re-conceptualised - development actors should not draw a rigid line between those notions, but rather look for complementarity.
- Concepts such as 'pro-poor' initiatives should be used with care: pro-poor should be the entry point, but as 'the poor' are not an isolated group, interventions (e.g. infrastructure improvements) in urban areas will not necessarily benefit the poor alone. A qualitative city benefits many groups in society and may induce solidarity.
- Are countries still the only unit of relevance? In a debate on urbanisation, this is obviously not the case. Alternatively-defined development regions that bring together towns and cities, such as the Lake Victoria Basin or the Mekong River, can be interesting entities for working in a bilateral way.
- The most suitable partner for local development is not necessarily the central government: local authorities, organisations, communities or federations (see David Satterthwaite's arguments) are often better placed to address sustainable urban development challenges.

- Lastly, experiences show that public-private partnerships are not easy: good and bad examples can be cited; but the underlying basic principle is that public authorities should continue to play a strong regulating role in order to avoid 'public burdens and private gains'.

In terms of methodology, the following conclusions came to the fore:

- The starting point should be to learn from existing practices.
- There is a need to build the capacities of decision-makers and development cooperation professionals.
- Retraining local professionals and capitalising on local knowledge are important pillars.
- It should be kept in mind that large-scale impact is not necessarily complex and does not necessarily require expensive solutions. Nabeel Hamdi's arguments show also the strengths of 'small changes'.
- Actions should be supported by adequate budgets - a surplus of money can be as paralysing for development as a lack of it.
- 'Good practices' are usually achieved by 'good people' - the transfer of knowledge is therefore essential for continuing development efforts.
- Vision, action and co-production should be combined to implement strategies.
- Different forms of development cooperation at municipal, regional and federal levels should be linked more effectively, allowing a better and more integrated way of addressing development challenges.
- Information and knowledge networking initiatives do exist and should be consulted widely[17].

Finally, since there has not been any real systematic urban development policy within Belgian Development Cooperation, let us hope that this seminar marks the start of a new era focusing on sustainable urban development in development cooperation.

17. See for example www.susta-info.net and www.nsud.be.

Speakers' profiles

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SPEAKERS

Mohamed El Sioufi is the head of the Shelter Branch, Global Division, United Nations Human Settlements Programme (UN-HABITAT). He is an architect with a Masters degree in human settlements design from MIT and a Doctorate in environmental architecture and urban planning from the University of Michigan. He has over 32 years of experience practicing, advising and teaching in the human settlements field. As an expert in urban planning and housing, he has undertaken responsibilities of consultant and advisor to several ministries of housing and various international aid organizations as well teaching and lecturing at several Universities. He has worked with UN-HABITAT since 1995 as Human Settlements Trainer for two years then as a Senior Human Settlements Advisor responsible for technical cooperation activities in the Arab States and Africa Regions. Capacity building and development programmes and projects that he has designed, mobilized funds for, and overseen implementation of include: human settlements planning, local environmental planning and management, urban governance, housing policy, informal settlement upgrading, and post disaster institutional capacity building and rehabilitation. Furthermore, since 2004, he has established and managed the "Rapid Urban Sector Profiling for Sustainability (RUSPS)" a global Programme implemented in more than 20 countries globally leading to follow up capacity building and capital investment programmes and projects. Since August 2007, as Head of the Shelter Branch, he is responsible for coordinating land, housing and human settlement upgrading normative and policy aspects as well as providing substantive inputs to UN-HABITAT's technical cooperation activities.

Thomas Melin is the head of the Urban Development Division of the Swedish International Development Agency (SIDA). He is a trained as an architect and planner at School of Architecture in Lund. He has for the last 15 years worked with SIDA on urban development programmes focusing on low-income housing, town planning and urban environment. Since 2006, SIDA has adopted a policy on urban development, that is supplemented by a series of urban issues papers and developed in parallel with the book: More Urban - Less Poor; An Introduction to Urban Development and Management by Göran Tannerfeldt and Per Ljung, published by Earthscan, London, 2006.

Terry Standley. Starting in Algeria in 1964, Mr. Standley has over 40 years of international experience in building design, physical and socio-economic planning, public administration, training and management, of which the majority has been spent in less developed countries. This includes working with government departments as a public servant (both on local conditions and on aid programmes), on World Bank, Asian Development Bank, bilateral agency and United Nations missions, with local and international consulting firms, as a United Nations Chief Technical Adviser and Senior Regional Adviser, an individual, independent consultant and directly with international NGOs and local communities.

He has been involved in the integrated approach to urban and rural development and along the way has been associated with most aspects of the development process from national-level sector planning and investment programming, multi-sectoral urban development plans including participatory action planning techniques to community-based support systems, slum upgrading and low-income area development -spanning resource mobilization, project identification and formulation, project appraisal, detailed design and implementation, supervision, monitoring and evaluation. His responsibilities in the 1990s included running a UNCHS regional outreach office while during his overall career his work in China, Mongolia, Laos, Vietnam, Turkmenistan and Bulgaria covers experience of development programming in transition economies and the assignments in Algeria, Lebanon, Cambodia, Afghanistan and Timor Leste provide a broad-based background in post-conflict rehabilitation and reconstruction.

Nabeel Hamdi qualified as an architect at the Architectural Association in London 1968. He worked for the Greater London Council between 1969 and 1978, where his award-winning housing projects established his reputation in participatory design and planning. 1981 to 1990 he was Associate Professor of Housing at the Massachusetts Institute of Technology (MIT), where he was later awarded a Ford International Career Development Professorship.

In 1997 Nabeel won the UN-Habitat Scroll of Honour for his work on Community Action Planning, and the Masters course in Development Practice that he founded at Oxford Brookes University in 1992 was awarded the Queen's Anniversary Prize for Higher and Further Education in 2001. He is currently Professor Emeritus of Housing and Urban Development at Oxford Brookes University and teaches at the Development Planning Unit (University College London) and the Norwegian University of Science and Technology (NTNU).

Nabeel has consulted on participatory action planning and upgrading of slums in cities to all major international development agencies, and to charities and NGOs worldwide. He is the author of *Small Change* (Earthscan, 2004), *Housing Without Houses* (IT Publications, 1995), co-author of *Making Micro Plans* (IT Publications 1988) and *Action Planning for Cities* (John Wiley and Sons, 1997), and editor of the collected volumes *Educating for Real* (IT Publications 1996) and *Urban Futures* (IT Publications 2005).

Kelly Shannon is an Associate Professor of Urbanism at KU Leuven, teaching urban design studios and a landscape urbanism seminar. She has been a visiting professor at the University of Colorado (Denver), ESARQ (Barcelona) and AHO (Oslo). Her PhD (2004) was entitled 'Rhetorics & Realities, Addressing Landscape Urbanism, Three Cities in Vietnam' (University of Leuven). Her research focuses on urban design and the relation of urbanization and landscape, with a particular focus on the transforming regions of the non-Western world, particularly in South and Southeast Asia. She was involved in the design phase of the apartment and sites-and-services area of the BTC Tan Hoa Lo Gom project as a Belgian expert.

Anh Le Dieu (Vietnam) received her Bachelor degree in Economics from Kishinev State University (Moldova – former USSR) and a Master in Public Policy from Lee Kuan Yew School of Public Policy (NUS – Singapore). She has been working on socio-economic development policy for Ho Chi Minh city and providing some consulting services to both private and public sectors for 16 years before moving to work for ODA partnership between the city government and the group of key donors (UNDP, WB, ADB, JBIC/JICA and DGDC/BTC) in 1999. She joined the Tan Hoa - Lo Gom Canal Sanitation and Urban Upgrading project since 2002 up to date as project manager.

David Satterthwaite is a Senior Fellow at the International Institute for Environment and Development (IIED) and also on the teaching staff of the Development Planning Unit, University College London. He has been editor of the international journal *Environment and Urbanization* since it began in 1989 and has written or edited various books on urban issues in development, including *Squatter Citizen* (with Jorge E. Hardoy), *The Earthscan Reader on Sustainable Cities, Environmental Problems in an Urbanizing World* (with Jorge E. Hardoy and Diana Mitlin) and *Empowering Squatter Citizen; Local Government, Civil Society and Urban Poverty Reduction* (with Diana Mitlin), which are published by Earthscan, London. He is also a member of the Inter-Governmental Panel on Climate Change (2001-2007). In 2004, he was awarded the Volvo Environment Prize and made an honorary Professor by the University of Hull.

Wolfhard Hammer (MD, MPH) is a Senior Technical Advisor at the department for planning and development of GTZ (German Technical Cooperation). Since 1979, his first appointment as a physician to a health project in former Zaire, he has worked in the context of development aid. He has been in charge of planning and evaluation of health projects in sub-Saharan Africa and Asia for more then 10 years and is the coordinator of the GTZ "sector network" of Health in Africa. His main interests are in health policy, health sector reform, evaluation of health interventions, pro poor orientation and equitable financing of health services.

Dr. **Frank Haegeman** is a senior public health expert of the Belgian Technical Cooperation. As a medical doctor, he specialised further in tropical medicine, epidemiology and public health. He has a longstanding experience with health system development and disease control programs in developing countries. From 1979 to 199, he mainly worked with the Belgian Cooperation in West Africa, gradually evolving from a hospital doctor to a public health manager. He has been working on health reform programs in Laos since 1996, including for a major World Bank financed program. He is currently the international coordinator of the Lao-Belgian Health project, which supports health sector reform in two provinces of Laos. This project focuses on national capacity development through piloting "Local Health Systems", in order to provide evidence for national policy-making. His main topics of interest are the changes in management of the public health sector, human resource development, quality of care and health financing. He always combined this development work with publishing scientific articles and several monographs on public health.

Jan Van Lint is an architectural engineer. After 12 years working as a self-employed architect in Belgium, he worked 8 years with VVOB on low-cost housing projects in Thailand. The last 10 years he has been employed by the Belgian development cooperation and the Belgian Technical Cooperation in Vietnam on infrastructure and environment projects. For 9 years, he supervised the Tan Hoa Lo Gom canal sanitation and urban upgrading project in Ho Chi Minh City.

Francis Lelo Nzuzi is a Doctor in Land Use Planning at the University of Laval in Canada. He is also a National Coordinator of the Support Programme for Local Development Initiatives (PAIDECO - Programme d'Appui aux Initiatives de Développement Communautaire) of the Belgian Technical Cooperation in the DR Congo. He does research on Land Use Planning, Urban Development and Urban Environment, and teaches at the Kinshasa University. He is the author of various scientific articles and books, e.g. on urbanization and land planning in black Africa ('Urbanisation et Aménagement en Afrique Noire', Paris, Ed.. Sedes, 1989, 217 pages) and on urban poverty in Kinshasa ('Pauvreté Urbaine à Kinshasa', The Hague, Ed. Cordaid, 2004, 214 pages). As an expert, he participated in various international conferences on the city, such as the United Nations conference on cities (Habitat II) in Istanbul. Francis Lelo Nzuzi taught at the University of Paris IV- Sorbonne, was a researcher at the Centre de Recherches et d'Etudes in Paris and Ile de France and at the Espace et Culture laboratory of the CNRS (National centre for scientific research).

Rolf Dauskardt (MBA, Honour Roll, Rotterdam School of Management, MA Urban Development, Wits University, BA Psychology & Geography with Honours), joined IHS early in 1999 and currently manages the project activities of the Institute. Mr. Dauskardt is a senior management and finance specialist focusing on private and public sector clients. His main focus is on public and corporate policy, strategy and management, sectoral development and reform, innovative financing approaches and financial sector reform, regulation, and public-private partnerships. Mr. Dauskardt is also active in the housing finance sector and managed the Housing Department at IHS. In addition, Mr. Dauskardt works with companies on global strategy and business development issues. Prior to joining IHS, Mr. Dauskardt held senior leadership positions in the public and private sectors, including the position of Intergovernmental Fiscal Advisor to the South African Treasury, responsible for developing the National Public Private Partnership Programme in South Africa. In addition to extensive work experience in Western Europe and South Africa, Mr. Dauskardt has consulted and advised in numerous countries in Asia, Africa, Latin and Central America, the Middle East, and Central and Eastern Europe.

Raphael Magyezi is the Secretary General of the Uganda Local Governments Association (ULGA). He has a Masters Degree in Economic Policy and Planning of Makerere University, Kampala, a Bachelor's Degree in Statistics of Makerere University, Kampala and a Bachelor's Degree in Philosophy of Urbanian University, Rome. From 1990 until 1996, he worked as a District Planner in Mukono District Uganda, after which he worked as the Programme Manager for Development Planning Decentralisation Secretariat, Ministry of Local Government Uganda. Since 1998, he is the Secretary General of the Local Governments Association.

Ernesto Estupiñan Quintero has been the Mayor of Esmeraldas in North-western Ecuador since 2000, with a re-election in 2005. He is also the spokesperson of the Board of the "Association of Ecuadorian Municipalities" (AME). He is an elected Member of Parliament for the Popular Democratic Movement (MDP), and provincial director of the party as well. He has been a municipal counsellor to the district of Esmeraldas, after become the first Secretary-General of the workers union of Ecuador's state owned oil company CEPE, where he has worked as a technical operator. Mr Estupiñan has a technical diploma in industrial mechanics. During the last couple of years he participated in numerous political delegations to the United States, Europe, Africa and Asia as the Representative of Mayors of Ecuador as well as Member of Parliament of the MPD.

Chairs

Paul Verle (MD, MSc) has been working in development cooperation for over 25 years. He started as a medical doctor in public health projects and programmes in Africa and Asia. He also conducted research projects, with a special interest in parasitology. In 1997 he became head of the Belgian ODA in Vietnam. Following the reform of the Belgian development cooperation he started working at BTC and was Resident Representative in Vietnam until 2003. He currently coordinates the expertise department of BTC in Brussels.

Marc Gossé is an architect and urban planner, a professor emeritus and scientific collaborator at the *Institut Supérieur d'architecture - La Cambre* (La Cambre Advanced Institute of Architecture), Brussels, and the co-president of Africalia-Belgium.
He worked on the development plan for Louvain-La-Neuve, served as a cooperation expert in Algeria (1970-1977) as part of a town planning programme for farming villages, lectured in architecture and urban planning at La Cambre, where he was the head of the international cooperation department from 1979 to 2007, organised training programmes for Belgian Development Cooperation (programmes for architecture and urban planning for development, DGIC, 1984-2004) and served as a visiting professor at the universities of Valladolid, Puebla and Caracas. He also edited and supervised the publication of the book *Villes et architectures, essai sur la dimension culturelle du développement* (Towns and architecture: an essay on the cultural dimension of development) (Ed Karthala, Paris, 1991). He is currently an associate with Synergy-International, a consultancy.

Heidy Rombouts works as a governance advisor in the governance department of the Belgian Technical Cooperation. The main task of the department is to develop new interventions and provide technical backstopping for existing ones. Three key governance clusters can be distinguished in BTC interventions: decentralisation and deconcentration, rule of law (support to justice sector, police, SSR, parliament…) and institution building (public finance management, reform of public administration and civil service...). In addition, governance should be increasingly mainstreamed for all BTC interventions. Before Heidy Rombouts worked at the Institute of Development Policy and Management (University of Antwerp). She holds a PhD in Social and Political Science, a Master in Sociology and a Master in Law.

Jacqueline Lienard has been in charge of the Monitoring and Evaluation department of FPS Foreign Affairs' Directorate-General for Development Cooperation since 2006. She has 25 years' experience of Belgian development cooperation, including more than six years in West Africa, as head of the Belgian Development Cooperation regional office (Belgian development cooperation section) in Burkina Faso. She was also Resident Representative for the Belgian Technical Cooperation (BTC) in Tanzania. Her areas of competence include: drawing up and negotiating development cooperation strategies, planning multi-annual development cooperation programmes and pinpointing, managing, monitoring and evaluating development programmes. In the positions she has held both in Belgium and abroad she has worked with the local private-sector and governmental partners, bilateral and multilateral development cooperation institutions and agencies and many Belgian development cooperation stakeholders, such as universities, NGOs and APEFE/VVOB. These activities, which were complemented by missions to Belgium's partner countries, covered various sectors and areas of development cooperation including education and training, public health, social economy and decentralisation.

Discussants

Filip De Boeck. As the coordinator of the Institute for Anthropological Research in Africa (IARA, formerly the Africa Research Centre), a Research Unit of the Faculty of Social Sciences, Professor Filip De Boeck (°Antwerp, 1961) is actively involved in teaching, promoting, coordinating and supervising research in and on Africa. Since 1987 he has conducted extensive field research in both rural and urban communities in D.R. Congo. His current theoretical interests include local subjectivities of crisis, postcolonial memory, youth and the politics of culture, and the transformation of private and public space in the urban context in Africa. Filip De Boeck has published extensively on his research and on a wide variety of topics including postcolonial identity in Africa, processes of accumulation and expenditure in informal economies, history, memory, death, and popular urban culture, especially with regard to children and youth. De Boeck has published and edited various books and articles. In 2004, together with Koen Van Synghel, De Boeck co-curated an exhibition, Kinshasa: The Imaginary City, for the ninth International Architecture Biennial in Venice, which was awarded a Golden Lion for best installation.

Benoît Legrand has been working in Asia as an architect and a town-planner for the last fifteen years. Employed by the Belgium Technical Cooperation, he worked for the Tan Hoa - Lo Gom project in HCMC for three and a half years. He was then involved in the preparation of a large urban upgrading project of the World Bank related to four cities in Vietnam. He is now based in Cambodia working in an education project of BTC building schools and Teacher Training Colleges.

Paul Bossyns (MD, PhD) is a public health expert and has been working as a senior health advisor for BTC in Brussels since January 2004. He specialised in health service organisation, health systems development and health financing. He has worked on long-term commitments in Guinea-Bissau, Zimbabwe and Niger. His specific tasks at BTC are the development of health sector strategies, the formulation of new interventions for the bilateral cooperation and the technical follow-up of bilateral health interventions.

Jean Bossuyt, is Head of Strategy at European Centre for Development Policy Management (ECDPM). Before, he was Programme Coordinator of the Governance Programme. He has been working extensively on issues of EU development policy. Areas of particular interest are the political dimensions of EU-ACP cooperation, governance, decentralisation and civil society participation. He is specialised in institutional development and was as such involved in the process of institutional transformation of the African Union Commission. In recent years, he was team leader of the EC Thematic Evaluation on Governance (2005-2006) and involved in several EC programmes in support of decentralisation and local governance. Roles performed in the course of executing these programme activities include field research, the organisation of seminars on EU-ACP cooperation issues, support to the implementation of programmes, policy advice and training. He has published widely on a variety of EU-ACP cooperation topics. Prior to joining ECDPM, he worked at the Third World Centre of the University of Ghent, at the Brussels Delegation of the UNHCR and as a civil servant in the Belgian Parliament.

Han Verschure is a Professor at the K.U.Leuven, Post Graduate Centre Human Settlements (PGCHS), Department of Architecture, Urbanism and Planning. He is specialised in training and capacity building, research and development, and follow-up of projects in the field of urban settings in developing countries, especially in North-, East- and Southern Africa, the Caribbean as well as South-East Asia.
Han Verschure was programme director of the international course programme 'Master of Architecture in Human Settlements'. He has initiated and guided several development cooperation programmes for the Belgian Development Cooperation and for international agencies, including the major programme 'Localising Agenda 21: Strategic Planning for Sustainable Development', active in Kenya, Morocco, Vietnam, Cuba, etc., in cooperation with UN-HABITAT (Nairobi).
Among other things, he chaired the work group on International Cooperation and Sustainable Development of the Federal Council for Sustainable Development, the Platform Local Agenda 21 of Leuven. He also acted as a Belgian Adviser for the United Nations Commission on Sustainable Development.

Further reading

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FURTHER READING

Links related to the seminar

- BTC (Belgian Technical Cooperation): www.btcctb.org
- BTC Brochure: The city, a development (f)actor: www.btcctb.org, follow 'publications'
- BTC project: Tan Hoa – Lo Gom Canal Sanitation and Urban upgrading: www2.btcctb.org/thlg/en/intro.htm
- Centre for Development and Emergency Practice (CENDEP), Oxford Brookes University: www.brookes.ac.uk/schools/be/cendep
- DGDC (Directorate-General for Development Cooperation): www.dgcd.be
- DPU (Development Planning Unit), University College London: www.ucl.ac.uk/dpu
- European Centre for Development Policy Management: www.ecdpm.org
- GTZ, Urban and municipal development: www.gtz.de, follow 'Themes' / 'Good governance'/ 'Urban and municipal development'
- GTZ: www.gtz.de
- Institute for Housing and Urban development: www.ihs.nl
- International Institute for Environment and Development: www.iied.org
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- KULeuven, ASRO, Research Group of Urbanity and Architecture: www.asro.kuleuven.be, follow 'Research' / 'OSA'
- KULeuven, Institute for Anthropological Research in Africa (IARA): www.africaresearch.be
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Collection of resources

- Drivers of Urban Change: www.ucl.ac.uk/dpu-projects/drivers_urb_change
- Susta-info: www.susta-info.net
- Network for Sustainable Urban Development (NSUD): www.nsud.be

Other donors

- International Development Research Centre (IDRC) / Le Centre des Recherches pour le développement international (CRDI), Urban Poverty and Environment Programme (UPE), www.idrc.ca
- USAID Urban Programme Teams: Making Cities work (working on City Management and Governance, Municipal Finance, Housing, Infrastructure and Services, Local Economic Growth, Urban Health and Environment and Urban Security): www.makingcitieswork.org
- Europeaid: www.ec.europa.eu/europeaid

Publishers and journals

- Earthscan Publications: www.earthscan.co.uk
- Environment and Urbanization Journal (IIED) - Sage Publications, Link: www.iied.org/human/eandu/eandu_details
- Habitat International, A Journal for the Study of Human Settlements - Elsevier: www.elsevier.com/locate/habitatint
- L'Harmattan: www.editions-harmattan.fr
- Villes en Développement (ISTED): www.isted.com/periodiques/villes-developpement/bulletin.htm
- Zedbooks: www.zedbooks.co.uk

Themes

SUSTAINABLE URBAN DEVELOPMENT

- Institut des Sciences et des Techniques de l'Equipement et de l'Environnement pour le Développement (ISTED): www.isted.com
- International Centre for Sustainable Cities (ICSC): www.icsc.ca
- International Council for Local Environmental Initiatives (ICLEI): www.iclei.org
- Resource centres on Urban Agriculture and Food Security (RUAF): www.ruaf.org
- The Cities Alliance: www.citiesalliance.org
- UN HABITAT Rapid Urban Sector Profiling for Sustainability (RUSPS), www.unhabitat.org, follow: Programmes / RUSPS
- UN HABITAT, Localising Agenda 21, www.unhabitat.org, follow: Programmes / Localising Agenda 21
- UN HABITAT, www.unhabitat.org

URBAN PLANNING AND HOUSING

- Asian Coalition of Housing Rights (ACHR): www.achr.net
- Building and Social Housing Foundation (BSF): www.bsf.org
- Community Organisations Development Institute (CODI): www.codi.or.th
- FUPROVI: Fundación Promotora de Vivienda/Foundation for Housing Promotion: www.fuprovi.org
- Habitat for Humanity: www.habitat.org
- Homeless International: www.homeless-international.org
- SIDA Housing in Central American, www.sida.se, follow 'Sectors'/ 'Reducing poverty through economic growth' / 'Urban development' / 'Housing for Poor People'
- Slum Dwellers International (SDI): www.sdinet.org

- Upgrading Urban Communities, a resource for practitioners (by SIGUS - Special Interest Group in Urban Settlement, School of Architecture and Planning, MIT, supported by the Cities Alliance and prepared for the World Bank: web.mit.edu/urbanupgrading

BASIC SERVICES

Health In Urban Settings

- Swiss development cooperation: Priorities in health: www.sdc-health.ch
- USAID: Urban Health and poverty: www.makingcitieswork.org
- WHO (OMS): Healthy Cities and urban governance: www.euro.who.int/healthy-cities

Water, waste and sanitation

- Institute of delegated management / Institut de la gestion déléguée (IGD): www.fondation-igd.org
- Institute of Waste Management: www.iwm.co.uk
- International Water Management Institute (IWMI): www.cgiar.org/iwmi
- Programme Solidarité Eau (Water solidarity program): www.pseau.org
- World Water Council: www.worldwatercouncil.org

URBAN GOVERNANCE

- Association of the City and the Municipalities of the Brussels-Capital Region (AVCB-VSGB): www.avcb-vsgb.be
- Citynet (Network of Local Authorities that promotes sustainable urban improvement in the Asia-Pacific): www.citynet-ap.org
- International Association of French-speaking mayors (AIMF): www.aimf.asso.fr
- Metropolis - World Association of Major Metropolises (metropolitan section of the United Cities & Local Government organization (UCLG)): www.metropolis.org
- Municipal Development Partnership (MDP): www.pdm-net.org
- Union of Flemish Cities and Towns (VVSG): www.vvsg.be
- Union of Walloon Cities and Towns (UVCW): www.uvcw.be
- United Cities and Local Governments (UCLG): www.cities-localgovernments.org
- Urbanet - Network for Decentralization and Municipal Development: www.urbanet.info
- World Local Authorities (WLA): www.almwla.org

BELGIAN TECHNICAL COOPERATION

Public-law company with social purposes

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